

FEDERAL ACTIVITIES IN EDUCATION

Educational Policies Commission

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N27

Appointed by the
National Education Association of the United States and
the American Association of School Administrators

1201 Sixteenth Street, Northwest, Washington, D. C.

July 1939



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Federal Activities in Education



✓ National education association of the U.S.

Educational Policies Commission

*National Education Association of the United States
and the American Association of School Administrators
1201 Sixteenth Street, Northwest, Washington, D. C.*

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NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES
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FOREWORD

IMPORTANT CHANGES in federal educational activities have recently been effected. In order to keep itself, its Consultants, and the public generally, informed concerning this area of educational policy, the Commission directed that a study be made of the purposes, scope, administration, and organization of certain federal activities in education. The Commission is indebted to LLOYD E. BLAUCH for conducting the study and for drafting this document. To this task Dr. Blauch brought an extended experience in several federal educational agencies, including service on the staffs of the Employment Service, the Office of Education, and the Advisory Committee on Education.

This statement emphasizes current conditions with no attempt at this point to offer further recommendations with reference to policy or procedure. The relation of the federal government to schools and other agencies of education has already been treated by the Commission in *The Structure and Administration of Education in American Democracy* and *The Effect of Population Changes on American Education*.

Publication of this document was authorized by the Commission on May 8, 1939. Since that time it has been revised to take account of the recent reorganizations. The document is not a complete review of the multitudinous activities of federal agencies in education, but it is believed that it does cover those of the greatest importance to the conduct of education in the states and local communities.

Under our form of school administration, federal activities in education are by no means exclusively a federal problem. These activities take effect largely through local and state educational agencies and thus become a matter of local and state concern. For this reason, this summary should prove useful to the increasingly large group of students and workers in education who need to have available a concise, up-to-date review of the educational work of the federal government.

The Educational Policies Commission

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I.

INTRODUCTION

UNLIKE the arrangements usually found in other countries, public education in the United States is primarily a function of the states and their political subdivisions. Instead of one school system, the nation has as many systems of public education as there are states and organized territories. The absence of a national school system does not mean, however, that the federal government has been without influence in educational affairs. On the contrary, its policies and practices have affected education in the states, and it has carried on extensive educational undertakings of its own. Present policies are a part of a line of development that dates back more than one hundred and fifty years.

THE FEDERAL CONSTITUTION AND EDUCATION

The federal government is a government of delegated powers; the Constitution of the United States enumerates the powers which the national government shall exercise. A search of that document discloses no mention of the word "education," nor reference to any specific educational function of the federal government. Moreover, the Tenth Amendment to the Constitution states that the powers not delegated to the United States by the Constitution are reserved to the states respectively, or to the people. Thus the control of schools and education passed to the states.

Although the word "education" was omitted from the federal Constitution, a number of statements in that document have served as warrants for developing federal relations to education. One of particular significance is that new states may be admitted by the Congress into the Union. Most of the states admitted since 1789 were first organized as territories through acts of Congress. In each territorial organic act passed by Congress, provision has been made

for public schools. Therefore, the federal government has been the founder of the public school systems in most of the states, and its influence on educational development has been both positive and widespread.

The conviction that the federal government may properly concern itself with education has grown gradually. Since 1789 the government has frequently been called upon for aid to education, and on numerous occasions it has responded, sometimes generously.

GRANTS OF LAND FOR SCHOOLS AND HIGHER EDUCATION

The federal policy regarding education had its origin in provisions for the organization and settlement of the Northwest Territory, then a possession of the national government. While the nation was still organized as a confederation of states, the Congress of the Confederation, by the Ordinance of 1785, provided for the survey of lands in the western territory and directed that section number sixteen of every township should be reserved for the support of public schools. Two years later the famous Ordinance of 1787 for the government of the Northwest Territory contained a clear declaration of policy in the following article: "Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."

When the first extensive sale of land in this area was made by the Congress of the Confederation, in 1787, lot number sixteen of each township was reserved for the support of schools, and not more than two entire townships were given for the purpose of a university. The contract for another large sale, in 1788, likewise reserved the sixteenth lot of every township for schools, and one township for a university.

The action of the national government, in these years before the adoption of the Constitution of the United States, was continued and extended by the Congress of the federal government. When Ohio was admitted to the Union as a state in 1802, Con-

gress began a policy of setting aside lands for school support at the time of admission of a state formed from the public domain. In 1803 Congress confirmed all earlier grants in Ohio for schools, extended the policy to areas not previously included, granted another township to the state for an academy (in lieu of the township reserved in 1788 for a university), and declared the grants to be "for schools and for no other use, intent or purpose whatever." As other new states were carved from the public domain they also received section grants for schools and additional lands for universities and other types of educational institutions. A number of states received also grants of salt lands, lands for internal improvements, and swamp lands, a part or all of which they were permitted to use for public education.

EARLY MONETARY GRANTS BENEFITING SCHOOLS

When Ohio was admitted as a state, Congress granted to it, for internal improvements, 5 percent of the net proceeds of the sales of federal lands within the state. Twenty-eight other states received similar grants; sixteen were required by Congress to use the money for education, and three others have also used it for this purpose.

In 1837 Congress distributed the surplus revenue in the Treasury of the United States, amounting to about \$28,000,000. The distribution was in the form of a deposit with the states and was prorated among them according to their numbers of representatives and senators in Congress. A number of the states devoted all or a part of their respective shares to the support of schools, and in several this use of the money was an important factor in the development of public education.

A total of twenty-six states, three territories, and the District of Columbia shared in the distributive fund created by the Internal Improvement Act of 1841 from the net proceeds of the sales of public lands. The use of the money was left to the states and territories, but the money for the District of Columbia was to be devoted to education. Only one distribution was made

amounting to \$691,116.45, after which the law was automatically repealed.

MANAGEMENT AND RESULTS OF THE LAND AND MONEY GRANTS

With the exception of a few grants of land made to states for specific institutions, the grants of land and money made for education were for education in general. Congress did not attempt to define the kind of education or to influence the procedures in the schools and institutions supported from such funds. From time to time, however, as new states were admitted, Congress increased its restrictions upon lands granted for education, these restrictions being aimed primarily at conserving the value of the lands and assuring educational uses of the funds. In the later grants, mineral lands were generally excepted. Congress provided no administrative agency to act as a check on the states in the use of these lands and monies, nor has it required reports from the states.

Although the management of the magnificent national endowment of education was often honest, competent, and painstaking, it was at times quite the opposite, with the result that much of this great national gift has been lost. Diversion to purposes other than education, depreciation of investment, mismanagement by incompetent officials, and some downright corruption and embezzlement have reduced the value of the endowment to a small fraction of what it might have been. Nevertheless, these federal grants of land and money have played a large part in the development of public education in the states.

FURTHER EVOLUTION OF FEDERAL POLICY REGARDING EDUCATION

During the Civil War there occurred definite changes in federal policy regarding education. At that time Congress began to stimulate and to favor with financial grants specialized types

of education in order to extend them rapidly throughout the nation, and since then it has steadily followed this policy.

The new policy was inaugurated in the Morrill Act of 1862 which made grants of land to the states for the endowment and support of colleges "to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life." The colleges were particularly to teach such branches of learning as are related to agriculture and the mechanic arts. The institutions established and supported under this and supplementary legislation are known collectively as colleges of agriculture and mechanic arts and as land-grant colleges and universities.

From 1862 to 1915 several important developments occurred in federal relations to education. The grants of land made by the Morrill Act of 1862 were followed by: (1) appropriations to the states for the establishment and maintenance of agricultural experiment stations; (2) appropriations for the more complete endowment and support of the colleges; and (3) appropriations for federal cooperation with the colleges in extension work in agriculture and home economics. Congress provided for an office of education, primarily as a national center of educational information. Aid was extended to two privately controlled institutions—Howard University and the American Printing House for the Blind.¹ The federal government began to assist the states in providing for nautical education. The establishment of the Children's Bureau marks an extension of federal policy in several fields of activity closely related to education.

Within the past quarter of a century a number of new policies in federal relations to education were introduced. Federal co-operation with the states in providing vocational education and vocational rehabilitation of the physically disabled was inaugurated. Provision was made for military and naval education in certain schools and colleges. A national employment system, with important educational bearings, was begun. Some notable inno-

¹ As early as 1858 Congress began to make appropriations to the Columbia Institution for the Deaf, a privately controlled institution.

vations in federal policies respecting education had their origin in the efforts of the federal government to deal with conditions resulting from the economic depression. From time to time during the past twenty-five years special federal committees and conferences have considered and reported on problems of education and child welfare.

In the following chapters these educational activities of the federal government are briefly described, the emphasis generally being placed on the situation during the year 1937-38, the most recent year for which information is available in most instances.

BIBLIOGRAPHICAL NOTE²

The first four sections of this chapter are based largely on information found in Cubberley (60), Swift (66), and the report of the National Advisory Committee on Education, Part II (64).

² The numbers in parentheses refer to the numbers of the titles in the Bibliography.

II.

THE LAND-GRANT COLLEGES AND UNIVERSITIES

ONE very important way in which the federal government has influenced education has been through its provision for the land-grant colleges and universities and their associated activities. Through these institutions the federal government assists in providing higher education for approximately 17 percent of the students enrolled in degree-granting colleges and universities in the nation and stimulates and helps to support far-reaching programs of research and extension work.

FEDERAL LEGISLATION

The federal legislation for the land-grant colleges and universities and their services falls naturally into three groups. In general, the major legislation in each of these groups was separately enacted, until 1935.

Endowment and support of the colleges.—The Morrill Act of 1862¹ granted to each state an area of public land equal to 30,000 acres for each senator and representative in Congress to which the state was then entitled. States in which there was not sufficient public land to make up their allotments were given land scrip (a certificate of right to land, which certificate the state could sell) for the deficiency of their distributive shares. The proceeds of the sales of these lands and scrip were to be invested so as to yield not less than 5 percent upon the amount invested and to constitute a perpetual fund the interest of which was to be inviolably appropriated by the state to the endowment and support of at least one college where the leading object should be, "without excluding other scientific and classical studies, and

¹ 12 Stat. L. 503.

including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the legislatures of the states may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life."

Congress has passed three acts granting or authorizing annual appropriations for the land-grant colleges and universities. The Second Morrill Act,² passed in 1890, appropriated annually to each state and territory, out of money arising from the sale of public lands, a sum beginning with \$15,000 and increasing annually by \$1,000 for ten years, after which the annual appropriation to each state and territory was \$25,000. This money could be applied only to instruction in certain specified subjects, and under the Act no money could be paid to any state or territory for the support of a college where a distinction of race or color was made in the admission of students unless the state or territory maintained separate land-grant colleges for white and colored students and divided the federal appropriation between them. The Nelson Amendment,³ attached to the act making appropriations for the United States Department of Agriculture for the fiscal year 1908, made additional annual appropriations for the land-grant colleges and universities, and the Bankhead-Jones Act,⁴ passed in 1935, authorized further increases in the appropriations for the endowment and support of these institutions.

Agricultural experiment stations.—As the states established and developed their land-grant colleges and universities Congress showed itself willing to support new lines of activity carried on by the institutions. In 1887 the Hatch Act⁵ was passed directing the establishment of an agricultural experiment station in each state under the direction of the land-grant institution and appropriating the sum of \$15,000 a year to the state for paying the necessary expenses of conducting investigations and experi-

² 26 Stat. L. 417.

³ 34 Stat. L. 1281.

⁴ 49 Stat. L. 436. This act also made provision for appropriations for agricultural research and cooperative extension work.

⁵ 24 Stat. L. 440.

ments and printing and distributing the results. This sum was to be provided for by Congress in the appropriations from year to year out of money in the Treasury arising from the sales of public lands.⁶ The Hatch Act was apparently the first act of Congress which authorized a continuing annual appropriation in aid to the states for educational purposes.

Under three later acts Congress has made additional provision for the agricultural experiment stations. The Adams Act (1906)⁷ appropriated \$5,000 to each state and territory for its experiment station organized under the Hatch Act and increased this amount annually by \$2,000 until the total annual appropriation reached \$15,000, which was continued thereafter. The Purnell Act (1925)⁸ and the Bankhead-Jones Act (1935) mentioned above, authorized additional appropriations to the states and territories for their experiment stations.

Cooperative extension work.—When Congress passed the Smith-Lever Act⁹ in 1914, the federal government undertook to provide for cooperative extension work in agriculture and home economics for persons not attending land-grant colleges and universities. This Act made an appropriation of \$10,000 a year to each state whose legislature assented to the provisions of the Act, and the following year an additional amount of \$600,000 to be prorated among the states on the basis of the rural population. These additional amounts were increased annually by \$500,000 for seven years and were continued thereafter at \$4,100,000 annually.

Two features of the Smith-Lever Act deserve special attention. First, as a condition to participation in the federal appropriations, the Act required state, college, or local authorities to make available an amount of money equal to that received from the federal

⁶ The Homestead Act, approved May 17, 1900, provided that in the event the proceeds of the annual sales of public lands were not sufficient to meet the payments to the land-grant colleges and experiment stations, the deficiency should be "paid by the United States." The Reclamation Act, approved June 17, 1902, contained a similar provision.

⁷ 34 Stat. L. 63.

⁸ 43 Stat. L. 970.

⁹ 38 Stat. L. 372.

government above the \$10,000, such complementary funds to be expended in accordance with the provisions of the Act. This was the first major educational legislation to require the matching of federal funds, a principle which had been introduced in a somewhat casual way in 1911 in the act authorizing appropriations for marine schools. Second, the prorating of a part of the appropriation to the states on some other basis than that of the same sum to each was a new plan of allotting federal funds for the land-grant colleges and universities. It may be noted, however, that the states did not share equally in the grants of land made by the Morrill Act of 1862.

Two other important laws, the Capper-Ketcham Act (1928)¹⁰ and the Bankhead-Jones Act (1935) mentioned above, authorized further appropriations for the cooperative extension service, and at various times other appropriations for the service have also been included in appropriation acts.

Under the Clarke-McNary Act (1924)¹¹ annual appropriations of not more than \$100,000 were authorized to enable the Secretary of Agriculture to cooperate with appropriate officials of the various states or with other suitable agencies "to assist the owners of farms in establishing, improving, and renewing wood lots, shelter belts, windbreaks, and other valuable forest growth, and in growing and renewing useful timber crops."

Legislation for the territories and insular possessions.—Some of the earlier legislation did not apply to the territories, and none of it made provision for insular possessions. By special acts of Congress a part of this legislation has been extended to Alaska, Hawaii, and Puerto Rico. Some of the later general legislation makes provision for all three of these areas.

NATURE OF THE PROGRAM

In accordance with the federal legislation, the land-grant colleges and universities are concerned with instruction of students

¹⁰ 45 Stat. L. 711.

¹¹ 43 Stat. L. 653. See also 49 Stat. L. 963.

in residence, with research in agricultural experiment stations, and with extension service in agriculture and home economics. Many of the institutions engage in other activities for which they receive no support from the federal government.

Instruction of students in residence.—The subjects of instruction originally named in particular in the federal legislation were agriculture, mechanic arts, and military tactics. The educational program has been gradually broadened to include a wide range of teaching. Thus, home economics, not at first included in the work of the colleges, has attained an important place in the curriculums of many of them. Likewise, instruction in forestry, veterinary medicine, education, and commerce and business is now provided by some of these institutions. At the same time the instructional program has been very generally extended upward to include graduate study. A wide variety of short courses are also offered. The arts and sciences constitute a part of the curriculum of practically every land-grant college or university.

The work of the land-grant colleges maintained especially for Negroes is materially different from that in other land-grant institutions. Inasmuch as a large number of their graduates prepare to teach in the elementary and secondary schools for Negroes in the South, about three-fifths of the students do their major work in the arts and sciences and education. Instruction in agriculture, mechanic arts, and home economics, with some work in business and commerce, nursing, and other fields, constitutes the program offered for the other students. The instruction in the Negro land-grant colleges is almost entirely for undergraduates, and some is of secondary-school grade. Apparently only one of these institutions offers graduate work.

Although the Morrill Act of 1862 specified military tactics as a subject of instruction in the land-grant colleges and universities, in the second Morrill Act the subject was not included among those to which federal appropriations may be applied. As with agriculture and mechanic arts, the federal legislation has been so interpreted that a state fulfills its obligations by offering military training and providing the facilities for it;

that is, the federal legislation does not make instruction in military tactics a required subject for the students. Military training is offered in the land-grant colleges and universities. In the great majority, except those maintained for Negroes, and three others, the institutions require the male students to enrol in this training for two years.

Research in the experiment stations.—The original purpose of the agricultural experiment stations was to aid in acquiring and diffusing among the people of the United States useful information on subjects connected with agriculture, and to promote scientific investigation regarding the principles and applications of agricultural science. Later legislation has broadened considerably the scope of the investigations to be conducted to include the manufacture, preparation, use, distribution, and marketing of agricultural products, and such economic and sociological investigations as have for their purpose the development of the rural home and rural life. Under these mandates the experiment stations are engaged in an extensive program of research in agriculture and home economics.

Cooperative extension work.—The cooperative extension work, which is carried on among rural people, has three important aspects: (1) the work with adult farmers; (2) the home demonstration work, dealing with the problems of the farm home; and (3) the extension work for juniors, conducted through the 4-H Clubs. This extension work, which is usually conducted on a county basis, should not be confused with the extension work conducted by the institutions through regularly organized classes.

The Smith-Lever Act defines the cooperative agricultural extension work as "the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in (the land-grant) colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise."¹² This work is an effort to take to the people on the farms, current available information, including the results of the

¹² 38 Stat. L. 372, sec. 2.

research in agriculture and home economics, and to provide leadership in working out the problems of rural life. Among the objectives are: to increase farm earnings, to improve standards of living, to improve social life, to develop leadership, to improve the health of rural people, to teach cooperation, and to maintain soil fertility.

Extension workers are essentially teachers. Their work is done with individuals on the farms and in the farm homes, with local leaders representing groups of farmers and homemakers, and with assembled groups. Local leaders are given special assistance by extension workers, and these leaders hold group meetings in their neighborhoods and relay the information to their neighbors. Much of the extension work is done through clubs and associations, and the extension workers are instrumental in establishing such organizations.

In times of emergency the extension workers are often called upon to render services for various state and federal agencies. During the World War these workers stimulated agricultural production, promoted food conservation, and obtained information needed by the federal government. When a prolonged drought in the western states threatened the starvation of thousands of cattle and sheep the federal government, through the county agents, located pasturage in other sections of the country to which the livestock could be sent. When hurricanes and floods destroyed crops, the extension workers were at hand to render needed assistance. A considerable part of the educational phases of the Agricultural Adjustment Administration program has been carried on through the extension personnel.

In the states maintaining separate schools for whites and for Negroes the extension work for the Negroes is carried on in cooperation with the white extension workers in the same counties and follows much the same program. In counties having a Negro population but no Negro extension workers the white agents render some assistance to Negroes.

ADMINISTRATION

State, county, and federal agencies are concerned with the administration of the services rendered through the land-grant colleges and universities, all of which agencies have important responsibilities for certain aspects of the services.

State and county administration.—The control and the administration of the land-grant colleges and universities vary with the states. Usually these institutions are in the hands of appointed, in a few instances elected, boards of citizens. In some states maintaining land-grant colleges separate from their state universities, steps have been taken to secure coordination of the institutions either by merging them into a greater state university with divisions located at more than one center, or by placing them under one governing board.

Each land-grant college or university has a president or some other official as its head. The internal organization of the institutions varies. It may be said, however, with respect to the activities related to agriculture that usually the instruction in agriculture, the agricultural experiment station, and the cooperative extension service are more or less separately organized, each under a director or dean, but in only one state is there complete segregation of teaching, research, and extension work. In most states many members of the research staff also have college teaching duties, and in many cases the dean of the college of agriculture is also the director of the experiment station. In a considerable number of states one individual is dean of the college of agriculture, director of the experiment station, and director of extension work, and in the larger institutions with this arrangement, particularly in some where the work in agriculture is a part of the state university, there is an assistant dean or director for each activity, to whom is assigned much of the administrative responsibility in his particular field. A similar arrangement is also found in several of the smaller institutions. In a few states the dean of the college of agriculture is also the director of extension work, but not the director of the experiment station.

Most of the work of the experiment stations is carried on in laboratories and farms maintained at the colleges and universities. It is generally organized in the form of projects which are carefully planned and budgeted in advance. The results are reported from time to time in bulletins which are available for persons interested.

The principal workers in the cooperative extension service are the agents and their assistants who reside in the counties. These agents are of three types: (1) the agricultural agent, generally called the county agent; (2) the home demonstration agent; (3) the boys' and girls' club agent. Usually the agricultural agent is considered to be in charge of the county office, but the other agents and assistants have considerable freedom in carrying on their activities. In many counties the agricultural agent is the only extension worker employed.

Cooperative extension service may be established in a county by action of the legal governing board of the county. The board thereby assumes responsibility for providing certain funds from tax sources, establishes an office, and selects the county extension workers from a list of persons nominated or approved by the state extension officials in the land-grant institution. Practically all full-time extension agents hold appointments in the United States Department of Agriculture. Local organizations or individuals may make contributions for the support of the extension service. In a few states the organization that is legally authorized to participate in the extension service is the Farm Bureau. The extension agents of the county, assisted by interested local organizations and by district supervisors, plan the extension program for the county, administer the program, and make reports on it.

The staff of the director of the cooperative extension work at the land-grant college includes one or more assistant directors and the supervisory or district officials, each of whom, in general, oversees the work in about 20 counties. At the college there is located also a group of subjectmatter specialists who advise and assist the extension workers in the field. The county extension workers are responsible both to the appropriate county officials and to the state director of extension work.

Federal administration.—Federal administration of the funds for the endowment and maintenance of the land-grant colleges and universities under the Morrill Acts and their supplements is carried out by the Federal Security Agency, through the Office of Education. The Federal Security Administrator, through the Office, ascertains and certifies annually to the Secretary of the Treasury as to whether the several institutions are entitled to receive appropriations and the amount for each. He is also charged with making an annual report to Congress as to the disbursements made and the appropriations withheld.

The Office of Education secures annually from the treasurer of each institution, on a blank prepared by the Office, a sworn statement indicating the purposes for which the federal funds have been expended. The Office makes no audit of the expenditures; the sworn statement is in lieu of an audit. For the annual statistical report on the land-grant colleges and universities prepared by the Office it receives from the president of each institution a detailed report on a form sent out by the Office.

The federal administration of the agricultural experiment station legislation is a responsibility of the Secretary of Agriculture through the Office of Experiment Stations. The experiment stations propose research projects which are passed upon by the Office. When approval has been given, the station is assured that expenditures of federal funds on the project when made will be approved. Many projects are carried on jointly by federal agencies and some of the state stations. The Office issues the *Experiment Station Record*, a monthly abstracting periodical which culls material from agricultural publications, including those issued by the state experiment stations. Many technical articles on special subjects are prepared in the state stations and in the Department of Agriculture and are published in the *Journal of Agricultural Research* issued twice a month by the Department. The Office of Experiment Stations makes an annual audit of the expenditure of federal funds by the experiment stations. Appropriations are paid to the states by the Secretary of the Treasury upon warrants from the Secretary of Agriculture.

The administration of federal activities in connection with the cooperative extension service is also a responsibility of the Secretary of Agriculture, and the affairs are handled by the Extension Service of the Department of Agriculture. This office reviews state budgets, projects, and plans of work; makes periodic inspections of state expenditures; and prepares annual and special reports. Appropriations for cooperative extension work are paid to the states by the Secretary of the Treasury upon warrants from the Secretary of Agriculture.

EXTENT OF THE INSTITUTIONS AND THEIR WORK

At present there are 69 land-grant colleges and universities in the 48 states, Alaska, Hawaii, and Puerto Rico. They include:

- (1) Twenty-four separate institutions, bearing individual names of state college, college of agriculture and mechanic arts, agricultural college, polytechnic institute, college of agriculture and applied science, agricultural and mechanical college, institute of technology, college of agriculture and engineering, and university.
- (2) Twenty-eight universities, in which work in agriculture, engineering, and home economics forms a component part of the work of the institution.
- (3) Seventeen institutions of higher education for Negroes.

During 1937-38 the number of students enrolled in the 69 institutions were: (a) resident—undergraduate, graduate, and special—students, 245,640; (b) summer session, 82,689; (c) extension classes, 77,469; (d) correspondence courses, 25,328. Included among these figures were students in land-grant colleges for Negroes, as follows: (a) resident—undergraduate, graduate, and special—students, 10,701; (b) summer session, 6,917; (c) extension classes, 5,177; (d) correspondence courses, 464. The number of graduate students was 20,315, of which number 11 were in land-grant colleges for Negroes. In 1935-36 the land-grant colleges and universities enrolled 17 percent of all the students and 21 percent of all the graduate students attending degree-granting colleges and universities in the United States.

Each state, Alaska, Hawaii, and Puerto Rico has an agricultural experiment station which is operated as a division of its land-grant college. A number of states also maintain branch agricultural experiment stations in various sections for the study of agricultural problems peculiar to those sections, but these branch stations do not receive federal aid. The number of research projects active during the fiscal year 1938 was about 8,500.

The total educational and general income of the land-grant colleges and universities for the year 1937-38 was \$151,841,248, of which amount \$28,334,078, or 19 percent, was from the federal government. Additional receipts designated for the physical plant, endowment, and other non-expendable funds, amounted to \$27,685,670, and income from auxiliary enterprises \$27,551,610. Included in these figures is the income of the 17 land-grant colleges for Negroes, whose educational and general income was \$3,039,678, of which amount \$516,913, or 17 percent, was from the federal government.

THE 4-H CLUBS

One of the important phases of the cooperative extension work is the program for boys and girls from ten to twenty years of age which is carried on through the 4-H Clubs. The main objectives of this work include the improvement of farm and home practices, the development of rural leadership, and training in agriculture and home economics. The significance of the name of the clubs is seen in the national pledge, which is: "I pledge my head to clearer thinking, my heart to greater loyalty, my hands to larger service, and my health to better living, for my club, my community, and my country."

The club work is usually promoted by the county agricultural agent and the home-demonstration agent, but in a number of counties a county club agent is employed to promote and organize this work. Each state extension service has a state club leader and a number of assistants who help the county agents. Each club usually has a local leader, an adult who likes young people and

knows the subject in which the group is working. The requirement of membership in a club is the conduct of a demonstration or project.

Each club has a regular organization. Its meetings, which follow parliamentary practice, are held either at the schoolhouse or at the homes of members. Most of the clubs carry on contests between their members.

Counties usually have a countywide achievement day annually. At this time the records of achievement of the clubs are reported, and the 4-H Club emblem is awarded to members who complete all the work. The clubs also take part in local fairs. The club camp is one of the features of club work. A state 4-H Club camp is held for a week at the state agricultural college, and each year a national 4-H Club camp is held in Washington under the auspices of the Department of Agriculture, to which each state sends a limited number of 4-H Club members as delegates.

In 1938 there were 548,172 boys and 737,857 girls enrolled in 74,594 clubs. Although the farm group is the particular field of the 4-H Club, the organization reached many non-farm rural boys and girls. Calculations made by representatives of the Department of Agriculture indicate that, if the present proportions continue, 44 percent of all rural boys and girls will have had 4-H Club experience at some time between the ages of ten and twenty years.

In general, the 4-H Club reaches the younger persons in the age group for which clubs are organized. The average age at which 4-H Club members in 1935 began their period of membership was slightly more than twelve years. The average period of membership of club members in 1936 was slightly more than two years. Thus, the 4-H Club membership is drawn from the in-school group of young people. In Iowa, for example, in the year 1931 nearly 87 percent of the club members were in school.

BIBLIOGRAPHICAL NOTE¹³

Information on the nature of the program, the administration, and the 4-H Clubs was obtained principally from Works and Morgan (53) and from Blauch (4). The statistics for the year 1937-38 are from Farr (15). The statement on military tactics is based on an opinion rendered by the Attorney General, June 20, 1930, which was issued in mimeographed form by the Department of the Interior, and on information supplied by Walter J. Greenleaf, Specialist in Occupational Information and Guidance, Office of Education. Frederick J. Kelly, Chief, Division of Higher Education, Office of Education, supplied information on the internal organization of the land-grant colleges and universities, and read the sections on the nature of the program and on administration. R. W. Trullinger, Assistant Chief, Office of Experiment Stations, Department of Agriculture, read the statements regarding the experiment stations, and C. W. Warburton, Director of Extension Work, Department of Agriculture, read the statements regarding the extension service.

¹³ The numbers in parentheses refer to the numbers of the titles in the Bibliography.

III.

OCCUPATIONAL TRAINING, PLACEMENT, AND REHABILITATION

FOR many centuries the home, the farm, the shop, and the ship provided the training for a large number of occupations. During the past few decades there has been a pronounced tendency to organize this training on a systematic basis and to transfer some of it to schools. Organized efforts are also made to place workers in jobs for which they are qualified by natural ability and training. In recent years the federal government has taken an active part in promoting these endeavors through nautical education, vocational education, apprenticeship service, aviation education, employment service, and vocational rehabilitation of the physically disabled.

NAUTICAL EDUCATION

Merchant marine personnel consists of two groups: (1) officers and (2) unlicensed men. Several systems have been established for training the officers, some of them with federal aid, but it has been estimated that about 80 percent of all officers have had no systematic training for their work. Additional plans have recently been developed by the federal government to train both officers and unlicensed personnel.

State nautical schools.—As early as 1874, Congress manifested an interest in nautical education by an act to encourage the establishment of marine schools.¹ The Secretary of the Navy, upon application of the governor of the state, was authorized to furnish a suitable vessel of the Navy, with all her equipment, charts, books, and instruments of navigation, to be used for the benefit of any nautical school established at each or any of six designated

¹ 18 Stat. L. 121.

ports, upon the condition that there would be maintained at the port a school for the instruction of youth in navigation, seamanship, marine engineering, and all matters pertaining to the proper construction, equipment, and sailing of vessels. The President was also authorized to detail naval officers as superintendents or instructors of such schools.

In 1911, when three marine schools of the character referred to in the Act of 1874 were in existence, Congress passed an act which formally inaugurated a policy of making federal appropriations to promote nautical education.² For the maintenance and support of nautical schools in ten designated ports of the United States the Act authorized the appropriation annually of \$25,000 for each school or so much thereof as was matched by the state or municipality for the school.

Four schools are maintained under this legislation; they are located in Boston, New York, Philadelphia, and San Francisco. All of them train young men to be officers in the merchant marine. They are run locally under the direction of boards of governors or visitors.

The schools are supported from three sources. To each of them the federal government pays annually not more than \$25,000, provided the state or municipality has appropriated an equivalent amount, and furnishes a ship and maintains it in good repair. The federal government permits also the free use of dock space and yard facilities for the ships. The states appropriate funds in varying amounts, all of them considerably more than \$25,000. The aggregate state appropriations average about \$375,000 annually. The cadets enrolled pay resident or nonresident fees varying from \$155 to \$1,650 for the course.

One school maintains a three-year course and the others have two-year courses, but steps are being taken to lengthen the period of instruction to three or four years. Applicants for admission must generally be high-school graduates and between the ages of 17 and 20, 21, or 23 years, depending on the school. The aggregate enrolment capacity is about 500 cadets. About 200 cadets are graduated annually.

² 36 Stat. L. 1353.

Each year the proper state official, usually the treasurer or comptroller, sends to the Bureau of Navigation of the Navy Department the vouchers and a certified statement of expenditures and state and local appropriations for the fiscal year for the nautical school. The vouchers are certified by the Bureau of Navigation, and the account is audited by the Bureau of Supplies and Accounts, which issues a check to the state for the amount of federal appropriation to which the state is entitled.

The maintenance of the vessels and equipment is handled by four bureaus of the Department. The Bureau of Navigation furnishes and repairs the navigational equipment, the Bureau of Supplies and Accounts furnishes and repairs the equipment under its cognizance, the Bureau of Engineering looks after the steam boilers, engines, and electrical equipment, and the Bureau of Construction and Repairs handles the repair of the hull. For the maintenance of the four ships the federal government expends about \$90,000 annually.

State nautical school cadets may now be enrolled in the United States Naval Reserve in the rank and grade of "Cadet, Merchant Marine Reserve"—a new rank and grade established by the 1938 Naval Reserve Act. Basic naval subjects included in the course of instruction are prepared and supervised by officers of the Navy designated by the district commandants concerned. Whatever federal supervision is provided is exercised by the Navy Department in consideration of the status of the students as cadets, Merchant Marine Reserve. The superintendent in each school is a retired captain of the Navy.

Cadet system under the United States Maritime Commission.—The United States Maritime Commission, the successor of the United States Shipping Board, was created by the Merchant Marine Act, 1936.⁸ This agency was instructed to develop and maintain a strong and efficient merchant marine "manned with a trained and efficient personnel."

The cadet, or apprentice, system of training licensed and unlicensed marine personnel is of long standing. It came into vogue

⁸ 49 Stat. L. 1985.

long before the federal government took an interest in preparing men for the merchant marine. As early as 1891 the federal government began to encourage this form of training by requiring steamship operators having contracts for carrying mail to take as cadets a certain number of American-born boys, the number varying with the size of the vessel.

Contracts for carrying ocean mail were terminated on June 30, 1937, and the federal government adopted a new policy of providing construction subsidies for vessels built and owned by citizens of the United States and operating subsidies for vessels operated by citizens, the object being to meet foreign-flag competition and to promote the foreign commerce of the United States. The contracts made for the operating subsidies carried definite provisions for cadets on subsidized vessels. A new system of cadet training was adopted by the Maritime Commission in 1938, which established ratings of "cadet officer" and "cadet" and provided regulations for the selection and training of these men. This plan has since then been changed and amplified.

The plan now followed consists of four years of training—three years at sea and one ashore. After appointment from an eligible list maintained by the Maritime Commission, the cadet is given one or two years of training on shipboard. This is followed by one year of intensive shore training for cadets who pass the examinations, the training being given by the United States Maritime Service mentioned elsewhere. The cadet then spends one or two more years in training aboard vessels. Minimum compensation for the cadets is \$50 a month. The training is aimed at preparation to pass the examination for license as third mate or third assistant engineer.

Plans have also been made for cadet officer training. The applicant must possess a license as third mate or third assistant engineer and meet certain prescribed qualifications. The period of training is not longer than one year, unless extended by the Commission under special circumstances. Minimum compensation of cadet officers is at the rate of \$75 a month. A graduate of the Naval Reserve Officers' Training Corps, although trained pri-

marily for membership in the Naval Reserve, may qualify as a cadet officer in the merchant marine when he obtains a license, and after sufficient service at sea he may become an officer.

The United States Maritime Service.—Under authority conferred upon the United States Maritime Commission in 1938, it has established the United States Maritime Service for the training of licensed and unlicensed merchant marine personnel. The service is administered by the United States Coast Guard through agreement with the Maritime Commission.

Enrolment in the United States Maritime Service, which is voluntary, began in September 1938. It is limited to seamen with over two years of service in the merchant marine, preference being given at the present time to unemployed men. The enrollees vary from 21 to over 60 years of age. An enrollee may leave the Service at any time.

Enrolments are made through the offices of division commanders of the Coast Guard at Boston, New York, Norfolk, Jacksonville, Mobile, Cleveland, Chicago, Seattle, and San Francisco. To each of these offices there is assigned a monthly quota of enrolments in order to distribute the benefits of the Maritime Service equitably throughout the country. Applicants may be enrolled in any port in the Atlantic, Pacific, Gulf of Mexico, or the Great Lakes areas. They are provided with transportation from the place of enrolment to the training station, and upon completion of training receive a return travel allowance.

Training covers a period of three months and, so far as possible, is adapted to individual needs and ability. Upon completion of the training period, the enrollee, if his service has been satisfactory, is offered regular enrolment in the Maritime Service in a grade commensurate with his ability and experience. He is released from active duty and given a travel allowance in cash to his place of enrolment. If he chooses to accept, he may be retained on active duty with the Maritime Service as an instructor or in connection with the operation of the training station. If his service during training has been unsatisfactory, he is disenrolled at the end of the period and given a travel allowance in cash to his place of enrolment.

In the classroom instruction at the training stations a number of correspondence school courses are used. Plans are under consideration to make these and other courses available to the men after they leave the stations, while they continue as members of the Maritime Service.

Every regular enrollee in the United States Maritime Service—one who has completed the three months' training course satisfactorily—is given one month's pay of his grade for each twelve consecutive months, provided he has served eight months of the twelve on board documented vessels of the United States of over 500 gross tons, sailing on the ocean or the Great Lakes, and provided he has served one month of the twelve on active duty with the Maritime Service. This retainer pay is in addition to compensation received while serving on a merchant vessel, and in addition to compensation received while serving the required period of training with the United States Maritime Service. It is a reward for service and for continued membership in the United States Maritime Service.

Three training stations have been established—one at Hoffman Island and Swinburne Island in lower New York Bay, one at the Coast Guard base at Fort Trumbull, New London, Connecticut, and one at Government Island, Alameda, California. Plans are also under consideration for establishing a training station on the Gulf of Mexico. The facilities established provide training for approximately 3,000 unlicensed seamen and 600 officers annually. An additional 200 trainees can be accommodated on the training ship, "American Seaman," recently placed in service.

Training by other schools and agencies.—A number of other schools and agencies constitute a potential source of supply of licensed and unlicensed personnel for the merchant marine. A vocational high school in New York City offers courses in training for maritime occupations, and some other high schools operating under the federally aided program of vocational education are being encouraged to do likewise. A number of technical schools and colleges offer training in navigation and seamanship and in marine architecture and engineering and kindred subjects.

Several steamship companies operating American-flag vessels also provide specialized training for prospective and actual employees. In the development of its program the Maritime Commission plans to avail itself of the assistance of these various agencies.

VOCATIONAL EDUCATION

Vocational education is a broad term covering preparation for many kinds of occupations. As used in federal legislation, however, it is limited to preparation for four groups of vocations: agriculture; trades and industries, including public and other service occupations; home economics; and distributive occupations.

Legislation.—The first federal legislation to provide aid to vocational education below college grade was the Smith-Hughes Act (1917).⁴ It makes permanent annual appropriations, now amounting to \$7,367,000, to provide for cooperation with the states in the promotion of vocational education in agriculture, trades and industries, and home economics, and in the preparation of vocational teachers. The Act includes numerous specific requirements to be met by the states as a condition to their participation in the appropriations.

The Smith-Hughes Act created the Federal Board for Vocational Education with power to cooperate with state boards for vocational education in the administration of the Act. To this agency the sum of \$200,000 was appropriated annually for the purpose of making or cooperating in making studies, investigations, and reports on vocational education and for the administration of the Act. This appropriation is no longer permanent; it is now appropriated annually to the Office of Education (q. v.).

Since 1917, three important laws supplementary to the Smith-Hughes Act have been placed in the federal statutes. The George-Reed Act (1929)⁵ authorized annual appropriations for vocational education, beginning with \$500,000 for the fiscal year 1929, and increasing annually by \$500,000 for a period of four

⁴ 39 Stat. L. 929.

⁵ 45 Stat. L. 1151.

years. These annual appropriations were for vocational education in agricultural and home economics subjects. Upon the expiration of the George-Reed Act, the George-Ellzey Act (1934)⁶ became effective. It authorized annual appropriations of \$3,084,603 for a period of three years, ending June 30, 1937. These additional appropriations were for vocational education in agricultural, home economics, and trade and industrial subjects. Both acts authorized additional annual appropriations of \$100,000 for federal administration and studies. Neither act is now in effect.

The George-Deen Act (1936)⁷ extended the policy of federal cooperation in vocational education. Like the George-Ellzey Act, it provided for federal aid for education in agricultural, home economics, and trade and industrial subjects. It increased the authorized annual appropriations to the states and territories from \$3,084,603 to \$12,175,000, and liberalized somewhat the use of the appropriations for education in home economics and in trade and industrial subjects. The Act also authorized additional annual appropriations of \$350,000 to the Office of Education.

The George-Deen Act included a number of new features. The requirements for matching of federal funds were reduced; the Act was not limited as to time; additional appropriations were authorized for the preparation of vocational teachers; appropriations were authorized for education in distributive occupational subjects, and for the preparation of teachers in these subjects; "public and other service occupations" were included under trade and industrial subjects; restrictions were placed on industrial plant-training programs; and the Act applied to the several states, the Territories of Alaska and Hawaii, the Island of Puerto Rico, and the District of Columbia.

The Smith-Hughes Act originally did not apply to the outlying areas. In 1924 its provisions were extended to Hawaii and an annual appropriation of \$30,000 was authorized as the allotment for the territory.⁸ In 1931 the benefits of the Act were

⁶ 48 Stat. L. 792.

⁷ 49 Stat. L. 1488.

⁸ 43 Stat. L. 18.

extended to Puerto Rico, and annual appropriations of \$105,000 were authorized for this purpose.⁹

Nature of the program.—The federal legislation provides for appropriations for education in agriculture, trades and industries including public and other service occupations, home economics, and distributive occupations. Provision is also made for preparing vocational teachers and for research in vocational education.

The controlling purpose of federally aided vocational education is to fit for useful employment. This education is of less than college grade and is designed to meet the needs of persons over fourteen years of age who have entered upon, or are preparing to enter upon, the work of the farm, the home, business, trades and industries, and public service occupations.

Three well-defined types of vocational schools and classes are in operation: all-day schools, part-time schools, and evening schools. The all-day school provides vocational training for boys and girls of high-school age regularly enrolled for full-time school attendance. The training is essentially "preparatory" in character; that is, it is designed to prepare boys and girls for entrance into employment on leaving school.

The part-time school is designed primarily to meet the needs of youth who have entered upon employment and who come back to school for part-time enrolment in classes during their regular working hours. Instruction may be similar to that provided in all-day vocational schools to prepare for entrance into selected occupations; or it may be "extension" training designed to meet the needs of the working boy or girl or regular apprentice along the lines of his or her employment; or it may be of "continuation-school" character, having the broader objective of improving "civic or vocational intelligence."

Evening schools are organized to give workers over sixteen years of age training supplemental to their daily employment. The training is designed to meet the vocational needs of workers of all ages through short-unit intensive instruction.

⁹ 46 Stat. L. 1489.

Five types of schools offer systematic technical and practical instruction in agriculture: (1) rural schools with special agricultural classes; (2) high schools with vocational departments of agriculture; (3) special county and state schools of agriculture; (4) part-time schools for persons who have left the regular schools and are not yet established in farming; and (5) evening schools for adult farmers. Directed or supervised practice in agriculture on home farms of pupils or on farms provided by the schools, for at least six months a year, is an essential part of the instruction in this field. In most communities having federally aided instruction in agriculture the teachers of this subject engage in many community activities for the promotion of improved agriculture and better rural life. Agricultural teachers are usually employed for twelve months of the year.

Many different types of trade schools and classes have been organized in the states. The instruction reflects local business and industrial requirements. Day trade and industrial schools, for youth not yet employed but who have chosen an industrial pursuit and desire specific training for it, are of two types: the unit-trade school and the general industrial school. In the unit-trade school, which may teach a number of trades, each pupil is taught only one trade or parts of one trade. The general industrial school gives instruction to each pupil in the elements of several closely related trades or industrial pursuits. Part-time schools and classes are of: (1) the trade extension type, aimed at giving training to supplement the job experience of the learners; (2) the trade preparatory type, aimed at giving to young workers trade training in types of work other than those in which they are engaged; and (3) the general-continuation type, aimed at broadening the education of youth who are working, rather than at giving them specific trade training. Evening schools and classes in trades and industries provide opportunity for journeymen workers to secure training and instruction intended to improve their efficiency and qualify them for advancement along the lines of their employment.

The primary emphasis in trade and industrial training has been centered on service to employed wage earners rather than on youth who have not yet entered upon remunerative employment. The training of foremen has received considerable emphasis. Through the program of training for public service occupations, policemen, public-health nurses, firemen, tax assessors, food inspectors, water plant operators, and workers in numerous other occupations are now receiving special vocational training.

Schools and classes in home economics receiving federal aid have in general been designed primarily to meet the needs of homemakers. They serve the needs of: (1) girls and boys in full-time school attendance; (2) adults engaged in homemaking in their own homes or in other homes; (3) household employees; and (4) girls out of school who have not assumed full-time homemaking responsibilities or entered upon wage-earning employment. Education for household employees is usually developed cooperatively by home economics and trade and industrial departments. Classes are provided for girls and boys in all-day schools, evening instruction is available for adults, and part-time classes are taught for girls and women employed in industry or engaged in the home. Increasing attention is being given to the development of instruction for out-of-school youth groups. Home projects are an integral part of the program for vocational home economics pupils. In the majority of the states the teachers of home economics are employed from two to eight weeks beyond the regular school year to provide adequate service in supervising home projects.

Education in distributive occupations, with federal aid, is new; it began in 1937-38, and is limited to part-time and evening schools. Instruction is offered for store owners, managers, and executives, largely in short-unit courses in such subjects as store layout and equipment, store service and customer relations, display, advertising, budgetary control, personnel methods, credits and collection, and other subjects dealing with the management phase of distribution. Classes for salespeople and assistant buyers include such subjects as merchandise information,

selling methods, window store display, and the buying, receiving, and pricing of merchandise.

The training of vocational teachers is of two types: pre-employment training and in-service training. Much of the pre-employment preparation of teachers in agriculture and home economics is done in colleges and universities, but the pre-employment preparation of many teachers in trades and industries is accomplished largely by giving short courses in teaching to tradesmen. In-service training is carried on by colleges and universities and by itinerant teacher trainers from the state department of education or from teacher-training institutions.

Administration.—The administration of the federal aspect of the vocational education program is a responsibility of the United States Office of Education. A major division of the Office, under the Assistant Commissioner for Vocational Education, is devoted to this work. To each of the four regional areas into which the country has been divided are assigned agents for assisting state authorities in developing their programs.

The Federal Board for Vocational Education, made up of four ex-officio and three appointive members, advises the Commissioner of Education on various phases of vocational education. A technical advisory committee on trade and industrial education, composed of three representatives of employers, three of employees, and three of vocational education, has been appointed by the Commissioner of Education to advise him on problems pertaining to programs in trade and industrial education. Recently this committee has been particularly concerned with the application of the Fair Labor Standards Act of 1938 to the compensation of those enrolled in cooperative part-time classes in wage-earning occupations.

In each state there is a state board for vocational education, which in many cases is also the state board of education. This board is, by state law, vested with authority to cooperate with the United States Office of Education in the administration of the federal vocational education legislation. The state administrative staffs generally include an executive officer of the state board for

vocational education, a director of vocational education, and one or more supervisors for each of the fields of vocational education, together with teacher trainers in these fields. In some states the functions of the executive officer and the director are combined in one office, and in a majority of the states the executive officer of the state board for vocational education is the chief state school officer. In some states the chief state school officer is also the director of vocational education.

An important obligation imposed on the state board for vocational education is the preparation of plans showing the manner in which it proposes to use the federal funds for vocational education. These plans, which are usually comprehensive, are submitted to the United States Office of Education for its approval as complying with the provisions of the federal legislation.

The state board for vocational education, through its staff, deals with the local school systems in the state which offer vocational training. It deals also with the institutions which prepare vocational teachers under the program. To these schools and school systems the board allots state and federal funds. All federal funds under the Smith-Hughes Act must be matched dollar for dollar by the state, local school system, or school. The George-Deen Act requires matching of the funds for the salaries of teachers, supervisors, and directors only to the extent of 50 percent of the federal funds each year until 1942, and then 10 percent additional each year thereafter until a maximum of 100 percent matching is reached. In teacher training, however, the George-Deen Act requires matching on a dollar for dollar basis from the beginning.

State and local advisory committees are being used in many states in connection with the instruction in trades and industries. These committees, composed of representatives of employers, employees, and school authorities, are particularly concerned with safeguarding the training programs from private exploitation and with the maintenance of wholesome public relations.

Scope.—All the states, Hawaii, Alaska, Puerto Rico, and the District of Columbia cooperate with the federal government in

providing vocational education. During the year ended June 30, 1938, a total of more than 1,800,000 persons were enrolled in vocational schools or classes (see Table 1). The federally aided program for training vocational teachers enrolled more than 31,000 students in four fields (see Table 2).

The numbers of teachers engaged in vocational education were: (1) all-day schools, 21,276; (2) part-time schools and classes, 10,783; and (3) evening classes, 14,024. Data on the total number of teachers cannot be obtained by adding the three fig-

TABLE 1. NUMBER OF PERSONS ENROLLED IN FEDERALLY AIDED VOCATIONAL SCHOOLS AND CLASSES, DISTRIBUTED BY TYPE OF SCHOOL AND SUBJECT, FISCAL YEAR 1938

Type of school	Total	Agri-culture	Trades and industries	Home economics	Distributive occupations
All types	1,810,150	460,876	685,804	627,394	36,076
Evening	602,256	158,813	195,867	215,168	32,408
Part-time	406,513	42,900	305,734	54,211	3,668
All-day	801,381	259,163	184,203	358,015

ures given because those counted more than once are not known.

For maintaining the vocational education program, almost forty-five million dollars was spent, as follows: (a) total, \$44,994,537; (b) federal money, \$17,737,118; (c) state money, \$9,446,752; and (d) local money, \$17,810,667.

The appropriation to the Office of Education for administration of the legislation and for making studies and reports on vocational education during the fiscal year 1938 was \$425,000.

Future Farmers of America.—In 1928 a number of local clubs and organizations of vocational agriculture pupils formed a national organization known as the Future Farmers of America. This organization consists of affiliated state associations, which in turn consist of local chapters in schools giving instruction in vocational agriculture under the Smith-Hughes and George-Deen

Acts. The national headquarters are in the United States Office of Education, and state headquarters are with the state boards for vocational education.

Membership in the Future Farmers of America is voluntary and somewhat selective. It is limited to pupils regularly enrolled in all-day, part-time, or day-unit classes in vocational agriculture, but boys may retain active membership for three years after com-

TABLE 2. NUMBER OF INSTITUTIONS AND OTHER TEACHER-TRAINING AGENCIES PREPARING VOCATIONAL TEACHERS UNDER THE FEDERALLY AIDED PROGRAM, NUMBER OF TEACHERS OF THE COURSES, AND NUMBER OF STUDENTS ENROLLED, FISCAL YEAR 1938

<i>Field of preparation</i>	<i>Institutions or other teacher-training agencies</i>	<i>Teachers of teacher-training courses</i>	<i>Enrolments in teacher-training courses in institutions</i>
All fields	180	1,366	31,444 ^a
Agriculture	110	340	5,606
Trades and industries	104	446	11,269
Home economics	131	526	12,634
Distributive occupations	35	62	1,935

^a Not including 26,041 persons in in-service training.

pleting their systematic study. Associate and honorary membership is provided for.

The organization has grown rapidly. In June 1938 it had a membership of approximately 171,000 in 5,648 chapters, which were scattered through all the states, Hawaii, and Puerto Rico. Alumni chapters have been formed in some of the states.

The Future Farmers of America hold their annual national convention in Kansas City in October at the time of the Royal Live Stock Show. A national speaking contest, judging contests of various kinds, and other events are a part of the program, which is participated in largely by those who have won in district, state, and regional contests.

A similar but separate organization, the New Farmers of America, is being developed for Negro boys in classes in vocational agriculture. In June 1938 the 692 chapters, concentrated largely in the southern states, had approximately 20,000 members.

APPRENTICESHIP SERVICE

For years apprenticeship has been an important method of training for many occupations. It has not been as general in the United States as in some other countries, but in a number of trades it has been employed extensively. Recently there has developed a renewed interest in this form of occupational training, and the federal government has taken steps to promote it.

Legislation.—The Federal Committee on Apprentice Training was created by Executive order on June 27, 1934,¹⁰ for the purpose of maintaining an apprentice training program under the National Recovery Administration codes. After the National Industrial Recovery Act was declared unconstitutional, the functions of the Committee were transferred to the National Youth Administration, but the Committee continued to operate from offices in the Department of Labor. This Committee brought together trade associations and labor organizations to formulate apprenticeship programs acceptable to both groups, cooperated with state and local groups interested in apprenticeship, and served in an advisory capacity to both employers and employees in setting up practical programs for training skilled workers.

By the Fitzgerald Act, approved August 16, 1937, the Secretary of Labor was "authorized and directed to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices, to extend the application of such standards by encouraging the inclusion thereof in contracts of apprenticeship, to bring together employers and labor for the formulation of programs of apprenticeship, to cooperate with state agencies engaged in the formulation and promotion of standards of apprenticeship, and to cooperate with the National

¹⁰ No. 6570-C.

Youth Administration and with the Office of Education of the Department of the Interior."¹¹ The Act relieved the National Youth Administration of direct responsibility for the promotion of labor standards of apprenticeship as conducted through its Division of Apprentice Training. It also authorized the Secretary of Labor to appoint national advisory committees, which should include representatives of labor, educators, and officials of other executive departments. A group of five persons has been appointed and is known as the Federal Committee on Apprenticeship.

The administration of two important acts involves some relations to the functions of the Committee. Under regulations published by the Administrator of the Fair Labor Standards Act of 1938¹² it is required that, as regards apprentices employed at wage rates below the established minimum, the employer and the apprentice mutually shall have entered into an apprenticeship agreement approved by the Federal Committee on Apprenticeship or by a state apprenticeship authority that has been approved by the Federal Committee on Apprenticeship. In accordance with wage determinations for the steel and the aircraft industries made by the Secretary of Labor under the Walsh-Healy Act,¹³ approved June 30, 1936, an apprentice may be employed at wages below the minimum if his employment conforms to the standards of the Federal Committee on Apprenticeship.

Nature of the activities.—The Department of Labor promotes indentured apprenticeship to the end that youth employed in the skilled trades and those entering such trades will receive the benefits of broad training on the job, supplemented by education in subjects related to the trade. Specifically, it promotes the adoption of labor standards necessary to safeguard the welfare of apprentices, encourages the inclusion of such standards in contracts of apprenticeship, brings together employers and employees for the formulation of standards of apprenticeship in their trade,

¹¹ 50 Stat. L. 664.

¹² 52 Stat. L. 1060.

¹³ 49 Stat. L. 2036.

cooperates with state agencies engaged in the formulation and promotion of standards of apprenticeship, cooperates with the National Youth Administration and with the United States Office of Education in matters relating to vocational education and apprentice training, conducts research concerning the labor standards of apprenticeship in various trades, acts as a clearinghouse for information on apprenticeship, and serves in a technical, consulting, and advisory capacity to all agencies concerned with apprenticeship.

The term "apprentice" has been defined by the Federal Committee on Apprenticeship to mean a person at least 16 years of age who is covered by a written agreement with an employer, or with an association of employers or employees acting as agent for an employer, and approved by the state apprenticeship council or other established authority, the apprentice agreement providing for not less than 4,000 hours of reasonably continuous employment for such person, and for participation in an approved schedule of work experience through employment, and for at least 144 hours per year of related supplemental instruction. This definition has been accepted by various government agencies, trade groups, and state legislatures.

Administration.—The administrative unit in the Department of Labor which deals with apprenticeship matters is the Federal Apprenticeship Service in the Division of Labor Standards. Its influence is exerted through promotional activities and through assistance rendered to groups desiring it. There are no federal grants-in-aid to promote apprenticeship training.

The relationship between the Department of Labor and the United States Office of Education in the field of apprenticeship has been worked out by agreement under which the responsibilities of both agencies to the apprenticeship program are defined. The responsibilities designated as appropriate to the federal and state departments of labor have to do with labor standards and the supervision of conditions of apprenticeship, including such matters as quotas of apprenticeship for various trades, age of entrance into apprenticeship, selection of applicants, ap-

proval of agreements, remuneration, hours, length of apprenticeship, and schedule of operations to be learned. The group of responsibilities designated as appropriate to the United States Office of Education and state departments of education has to do with the educational phase of apprenticeship: (1) providing the apprentice with related instruction; (2) the analysis of various trades in order to determine the content to be taught; (3) the training of occupationally competent workers to be teachers; and (4) the organization of part-time and evening classes for apprentices.

Extensive use is made by the apprenticeship service of joint trade apprenticeship committees, equally representative of employees and employers, in attempts to set up the proper conditions of employment on the job, including the apprentice indenture, which will meet the needs of apprentice workers.

Scope of apprenticeship activities.—The Federal Apprenticeship Service is not authorized to require reports from the states. It does not, therefore, have complete information on apprenticeship activities throughout the country. It reports, however, that ten states—Arkansas, California, Louisiana, Massachusetts, Minnesota, Nevada, North Carolina, Oregon, Virginia, and Wisconsin—have laws on apprenticeship administered by the state department of labor or its equivalent, and that in seventeen states, state apprenticeship councils, or corresponding apprenticeship agencies, have been established. In some of the states the councils are set up under state laws, while in others they are appointed in accordance with the organic acts establishing the state departments of labor. At present there are on record 285 joint trade apprenticeship committees in 24 states, representing 21 trades.

In its capacity as a clearinghouse for apprenticeship the Federal Apprenticeship Service has distributed widely certain publications prepared for the guidance of local and national trade groups in their attempts to deal with apprenticeship problems. It has held conferences of leaders in various trades and has promoted apprenticeship legislation in the states.

AVIATION EDUCATION

Aviation education with federal aid has two aspects: the training of aviation mechanics and the training of pilots. A third aspect of aviation education—training in aeronautical engineering—receives no federal aid except as it may be carried on as a part of engineering education in the land-grant colleges and universities, which receive federal appropriations that may be used for engineering education.

Prior to 1938 the interest of the federal government in civil aeronautics was maintained through the Bureau of Air Commerce of the Department of Commerce, established in 1934. In 1938 Congress created the Civil Aeronautics Authority and provided for promoting the development and safety, and for the regulation, of civil aeronautics.¹⁴ The Authority, an independent government agency, consists of five members appointed by the President, by and with the advice and consent of the Senate.

The training of aviation mechanics.—A considerable amount of training for aviation mechanics is available through the trade and industrial education receiving federal aid under the Smith-Hughes and the George-Deen Acts. The Office of Education has promoted this form of vocational training, and approximately half of the time of one member of the staff is given entirely to aviation education. During the year 1937-38 a total of 53 schools under the federally aided program of vocational education offered courses in aviation mechanics, and about \$53,000 of federal funds was provided for the salaries of the teachers giving this instruction. The state and local funds expended for these salaries were probably about twice the amount from federal funds.

Training of pilots.—In December 1938 the Civil Aeronautics Authority presented to President Roosevelt its plans for a large-scale flight training program, and in the same month he announced a proposal to train 20,000 pilots a year in the schools and colleges of the country. In his national defense message, January 12, 1939, the President suggested to Congress an ap-

¹⁴ 52 Stat. L. 973.

propriation of \$10,000,000 a year, to be used by the Civil Aeronautics Authority for this training.

The initial phase of a pilot training program was put under way in February 1939. The Civil Aeronautics Authority selected thirteen schools and colleges of the country to give the program a practical tryout. The institutions were chosen on the basis of pioneer work they had done in aeronautical engineering and in actual flight training of their students, as well as on the basis of their interest in participating in the project. The equipment to be used was inspected in all of them, and the instructors participating in the project were all flight-checked by federal officials. A total of 330 students between the ages of eighteen and twenty-five years were selected for the training, and the President allotted \$100,000 of National Youth Administration funds to support the work.

Courses of instruction have been prepared for the schools. Each student is given a classroom course on ground school subjects, covering the Civil Air Regulations, navigation, and meteorology. The minimum classroom time required on this work totals eighty hours. The flying course calls for an initial period of eight hours of dual instruction plus nine hours of dual check time by the instructor, and eighteen hours of solo flying time for the student. The training of each student is paid for by the federal government on the basis of fifty hours of flight instruction, with the understanding that only thirty-five hours of training need be given if the student at the end of this time passes his examination for a private pilot's certificate.

Students pay a fee, averaging about \$35, to cover laboratory fees, insurance, and some other expenses. For the flight instruction the federal government pays from \$150 to \$250 per student, these sums having been agreed upon through contracts with private operators.

The basic purpose of this effort is to extend vocational training in the colleges to include aviation. The program has a two-fold objective: (1) to provide a reservoir of pilots who can be called upon in time of emergency to supplement the trained personnel of the Army and Navy Air Corps; and (2) to stimulate

the growth of private flying. It is not expected that students participating in the program necessarily will enter the commercial aviation industry, but the hope is entertained that they will continue their interest in private flying and, through the training acquired, will be able in the future to aid in the development of private flying.

By an Act of Congress, approved June 27, 1939,¹⁵ the Civil Aeronautics Authority was authorized to train civilian pilots or to conduct programs for such training, including studies and researches as to the most desirable qualifications for aircraft pilots. Appropriations were authorized for these purposes, as follows: (a) \$5,675,000 during each of the fiscal years 1939 and 1940, and (b) \$7,000,000 during each subsequent fiscal year up to July 1, 1944. It is contemplated that with these appropriations 15,000 pilots can be trained during the fiscal year 1940, and 20,000 annually in subsequent years. At least five percent of those selected for the training shall be from applicants other than college students. Students may be required to maintain appropriate insurance and to pay such fees for ground school training as the Authority may deem necessary or desirable.

Approval of schools.—Prior to 1938 the Bureau of Air Commerce had begun to set up standards for the training of pilots and aviation mechanics. The Civil Aeronautics Authority has continued this development of standards. There are now 33 approved flying and ground schools, and letters of temporary recognition have been issued to 20 schools training aviation mechanics.

EMPLOYMENT SERVICE

At times during the past thirty-two years some efforts were made by the federal government to place workers in jobs. Since 1933 there has been developed a permanent public employment system on a nationwide scale. Through its assistance to youth and inexperienced workers the service has a significant relationship to education, particularly to vocational training.

¹⁵ Public No. 153, 76th Cong.

Legislation.—The United States Employment Service was established under the Wagner-Peyser Act, approved June 6, 1933, and since then amended several times.¹⁶ It was charged with the responsibility of promoting the development of a national system of employment offices for men, women, and juniors legally qualified to engage in gainful occupations. It was also charged with maintaining a service devoted to securing employment for veterans, a farm placement service, and a public employment service for the District of Columbia. The Act requires that state plans for carrying out its provisions, in states where a state agency exists for vocational rehabilitation of physically disabled persons, shall include provisions for cooperation between the employment service and the vocational rehabilitation service.

The Wagner-Peyser Act provides for federal appropriations to be apportioned to the several states for the purpose of establishing and maintaining systems of public employment offices. As a condition for participating in the federal appropriations, such amounts as a state receives must be matched equally with state or local funds for the purpose of maintaining public employment offices.

Under the program of social welfare established through the Social Security Act, the public employment offices have had placed on them important responsibilities for the administration of unemployment compensation. For the discharge of these responsibilities the Social Security Board provides additional funds for the employment offices.

The United States Employment Service was formerly a bureau in the Department of Labor. On July 1, 1939, its functions were consolidated with the unemployment compensation functions of the Social Security Board, which had formerly been administered by the Bureau of Unemployment Compensation of the Board. The Social Security Board in turn became a part of the new Federal Security Agency.

At present (July 10, 1939) the name of the consolidated bureau has not been determined, and the details of the consolidation

¹⁶ 48 Stat. L. 113.

and the organizational structure are still in the formative stage. The functions and general plan of operation of the United States Employment Service have been transferred intact, subject to a gradual integration of the consolidated services. The following sections describe the activities of the Employment Service prior to July 1, 1939, which in the main are being carried on as they formerly were.

Nature of the service.—The local offices operated under the state employment services place jobless persons in employment. No charge is made for the service, either of workers or of employees. Placements are with private employers, in public employment, and on work-relief projects.

At the beginning of the United States Employment Service under the Wagner-Peyser Act, the employment offices in the states registered juniors, that is, youth between the ages of 16 and 21 years, or youth who were inexperienced workers, but this service was not then separately organized in most of the offices. By 1936 a few states had provided a special organization for the placement of juniors. In 1936 the National Youth Administration, in cooperation with the United States Employment Service, began a junior placement program, the National Youth Administration supplying funds to staff junior divisions for young applicants in a number of state employment service offices. It was anticipated that the state employment services would eventually take over the personnel in these junior divisions and provide for their support. This has been done in a number of states and is being done in others.

The service to juniors consists of vocational counselling and placement. In many cities a form is sent to the schools when the youth registers in the employment offices. On this form is obtained information regarding his schoolwork, including available data on tests, all of which is incorporated on the registration card. In a number of cities placement reports are sent to the schools, indicating the pupils placed and the jobs into which they have gone. In a well-organized junior division, cooperation is established with psychological clinics, vocational training agencies, and other community organizations established for the benefit of youth.

During the fiscal year 1938 the American Youth Commission and the Employment Service, in cooperation with the schools and employers in four cities—Baltimore, Providence, St. Louis, and Dallas—joined in cooperative experiments and demonstrations to develop community counselling and placement services for young people. Job descriptions were made for most of the occupations in the community. Studies were made of the occupational abilities required of workers in leading occupations. Some effort was given to measuring occupational trends and the number of job opportunities in various fields of work. A counselling and placement service for youth was set up, using all of the materials mentioned, in an effort to relate the training and guidance programs to the occupational needs and possibilities of the community. Similar rural experiments and demonstrations have been established in two counties in Maryland and two counties in Missouri. All of this work is to be completed during the summer of 1939.

Administration of the service.—The federal administration of the employment program is under the United States Employment Service. Each cooperating state is required, through its legislature, to accept the provisions of the Wagner-Peyser Act and designate or create a state agency vested with authority to cooperate with the United States Employment Service. The state agency submits plans to the Director of the United States Employment Service, which are approved if they are found in accordance with the Act, and on the basis of these plans cooperation goes forward. The Director determines and certifies to the Secretary of the Treasury the amount of federal payment to which each state is entitled.

A federal advisory council, composed of men and women representing employers and employees in equal numbers, and the public, advise the Director. The law makes mandatory the organization of similar state advisory councils.

The Washington office of the United States Employment Service has a junior placement representative, and several of the state employment services have supervisors specializing in junior placement activities. Special junior divisions exist in 180 employment offices in 46 states and the District of Columbia. In all

other offices services for juniors at present are generally provided through the adult divisions rather than through independent divisions. Plans are under way for expanding the junior placement service activities of the United States Employment Service during the fiscal year 1940 through the appointment of twelve regional representatives charged with the responsibility of establishing additional services for juniors in the several states and developing and coordinating the work of the public employment offices and the school systems. Special attention is to be given to the development of methods by which the placement of juniors can be increased. The representative of the Handicapped Placement Service in the Washington office of the Employment Service renders additional service to state employment offices in devising plans and methods of placing physically handicapped juniors.

Although no formal agreements have been entered into with state departments of education, in a number of cities working relations have been established between the employment offices and the schools. At present there are formal agreements in Providence and Philadelphia. In both of these cities the school systems provide the junior placement service, and they receive both federal and state employment service funds for it. Formerly a similar arrangement was in effect in Los Angeles. In this city the public schools continue to operate the placement service for juniors, but they receive no federal or state funds for it.

The cooperative agreements between the employment service and the school systems in Philadelphia and Providence require that the junior employment agency shall operate as a part of the state controlled employment service under the general direction of the state director, that it shall be under the general supervision of the local employment office, and that the personnel paid by funds made available by the state employment service shall be selected jointly by the junior agency and the director of the state employment service, and in accordance with personnel standards of the United States Employment Service.

In three other cities there are working relationships between the schools and the employment service. The city schools of St.

Louis furnish vocational counsellors on a full-time basis to the junior division of the St. Louis public employment office. In Chicago the employment service sends itinerant counsellors into the schools to counsel with the pupils and to register those desiring jobs, but all the junior placement is conducted in the employment offices. In Seattle the school employment service carries on the junior placement work under a delegation of authority from the Washington State Employment Service. For this work the schools receive grants from state social security funds, but not from state or federal employment service funds.

Scope of the service.—The United States Employment Service maintains cooperative relations with each of the 48 states, the District of Columbia, Alaska, and Hawaii. The system in January 1939 had 1,647 public employment offices, which placed 2,701,000 persons in jobs during the fiscal year 1938 and at the close of the year had on file 7,831,000 registrations.

The expenditures for public employment service in the United States during the fiscal year came to \$27,679,560. This amount was distributed as follows: (a) Wagner-Peyser administrative expenses, \$770,452; (b) Wagner-Peyser grants to states, \$3,737,782; (c) state and local funds, \$4,032,404; (d) National Reemployment Service funds (federal), \$6,418,498;¹⁷ (e) Social Security Board grants, \$12,720,424.

The 180 employment offices having specially organized junior units are as follows:

102 units, in 10 states and the District of Columbia, operated with state employment service personnel only.

44 units, in 18 states, operated with National Youth Administration personnel only.

10 units, in 10 states, operated with a combination of state employment service and National Youth Administration personnel.

¹⁷ The National Reemployment Service was a temporary federal agency established in 1933 primarily to register and refer workers to public works and relief projects. It was conducted as a division of the United States Employment Service. Its operations in the states ceased on July 1, 1939, at which time the services formerly rendered by the National Reemployment Service were absorbed by the state employment services.

24 units, in 8 states, operated with varying combinations of state, National Youth Administration, Work Projects Administration, and school personnel.

Data are not available showing how many youth have been placed in jobs by junior divisions of employment offices, but the total number under 21 years of age placed by all offices during the fiscal year 1938 was 424,163. The total number of juniors placed from July 1934 to March 1939 was 1,929,100.

VOCATIONAL REHABILITATION OF THE PHYSICALLY DISABLED

The program of vocational rehabilitation of the physically disabled provides assistance needed to restore to, or place in, remunerative employment persons who have become permanently disabled through accident and disease or who have been born with serious physical defects.

Legislation.—The attention of the federal government was first directed to the problem of vocational rehabilitation for physically disabled persons after the United States entered the World War. Under the Smith-Sears Act (1918)¹⁸ provision was made for the vocational rehabilitation and return to civil employment of disabled persons discharged from military and naval forces of the United States. This service was entirely a federal project, the states having no part in it.

In the Vocational Rehabilitation Act (1920)¹⁹ Congress appropriated \$796,000 to the states for the fiscal year 1921 and \$1,034,000 for each of the three succeeding years, for the purpose of cooperating with them in the vocational rehabilitation of physically disabled persons and their return to civil employment. These appropriations were apportioned to the states on the basis of their total population, with a minimum of \$5,000 to each. Among the conditions for participation in the appropriations were that a state was required to accept the provisions of the

¹⁸ 40 Stat. L. 617.

¹⁹ 41 Stat. L. 735.

Act, to match the federal funds expended in the state for the service, and to designate as its cooperating agency the state board for vocational education. The latter agency was required to submit its plan annually to the Federal Board for Vocational Education for approval.

The Attorney General ruled in 1923 that the Vocational Rehabilitation Act, with the exception of the sections making appropriations, was permanent legislation. In 1924 the Act was amended and appropriations were authorized for a period of six years;²⁰ in 1930 it was further amended and appropriations were authorized for three years;²¹ and in 1932 it was amended again and appropriations were authorized for four years, ending in 1937.²² From October 1933 to July 1937 relief funds amounting to somewhat more than \$1,800,000 were also used for the vocational rehabilitation service.

When the social security bill was under consideration in Congress, provision was included for vocational rehabilitation of the physically disabled. The Social Security Act (1935),²³ therefore, authorized an appropriation of \$841,000 in addition to the appropriations previously authorized, for the fiscal years 1936 and 1937, and for each fiscal year thereafter an appropriation of \$1,938,000.

The program of vocational rehabilitation was extended to the Territory of Hawaii in 1923,²⁴ and to Puerto Rico in 1931.²⁵ In 1929 Congress provided also for the vocational rehabilitation of disabled persons in the District of Columbia and vested the Federal Board for Vocational Education with authority to organize and administer the service.²⁶ Annual appropriations of \$15,000 (increased to \$25,000 in 1937)²⁷ and equal appropriations of District funds for matching federal appropriations were authorized.

²⁰ 43 Stat. L. 430.

²¹ 46 Stat. L. 524.

²² 47 Stat. L. 448.

²³ 49 Stat. L. 620.

²⁴ 43 Stat. L. 18.

²⁵ 46 Stat. L. 1489.

²⁶ 45 Stat. L. 1260.

²⁷ 50 Stat. L. 69.

The Vocational Rehabilitation Act appropriated \$75,000 to the Federal Board for Vocational Education for administration and for making studies and reports. In 1930 the annual appropriation authorized for this purpose was increased to \$80,000, and under the Social Security Act it was increased further to \$102,000.

Nature of the service.—Vocational rehabilitation of physically disabled persons is carried out by the case-work method. Each person is dealt with on an individual basis. A complete service for the restoration of disabled persons to gainful employment includes finding the persons who need service; selecting those for whom rehabilitation is feasible; in some cases securing medical care for physical reconstruction; providing artificial limbs and other appliances when needed; arranging for suitable vocational training for a selected occupation; providing or securing living expenses for needy rehabilitants under some circumstances; securing the placement of rehabilitants in suitable gainful employment; and following up the rehabilitant until there is reasonable assurance that employment is satisfactory and permanent.

Administration.—The federal administration of vocational rehabilitation is a responsibility of the United States Office of Education. The Office is charged by law with important duties relating to the approval of state plans for vocational rehabilitation and to the allotment and certification of federal funds for the states. It is authorized to make rules and regulations to carry into effect the federal vocational rehabilitation legislation. The Office is also responsible for making investigations and reports regarding vocational rehabilitation of physically disabled persons and their placement in suitable occupations. It cooperates with the employment service carried on under the Social Security Board in occupational research and in the formulation of plans for the participation of the state employment services in the placement of physically handicapped persons.

All the states cooperate with the federal government in vocational rehabilitation. The program in each state is usually under the direction of the state board for vocational education. The only two exceptions are Pennsylvania and New Jersey, but in

both of these the rehabilitation agency is legally responsible to the state board for vocational education with respect to state co-operation with the federal government. The federal vocational rehabilitation legislation requires that each state provide a plan of cooperation between the state board for vocational education and the state workmen's compensation commission or agency. In most states, the vocational rehabilitation services have a number of formal written agreements with numbers of agencies, as well as many informal, but effective, agreements with others. Agreements with public school systems are usually of the informal type. The state board for vocational education employs a technical staff for the administration of the vocational rehabilitation service. The head of the staff is generally designated as director or supervisor of vocational rehabilitation. In 25 states the head of the service reports direct to the chief state school officer or to an assistant chief state school officer; in 14 of these states the chief state school officer is also the state director for vocational education. In 20 states the service is administered by the state director of vocational education. In the other 3 states having vocational rehabilitation programs, the arrangements differ somewhat from the 2 most common types. The total number of professional and administrative employees in the states in March 1938 was 319; it ranged from one (9 states) to 32 (Pennsylvania) persons.

Vocational rehabilitation service is not, in general, rendered through public schools. The smaller states maintain one office for it, located in the capital city, and the larger states maintain, in addition to the central office, one or more district offices in appropriate centers. The case workers operate from these offices.

Scope of the service.—The federal appropriations to the states for vocational rehabilitation for the fiscal year 1938 were \$1,795,000, and a total of \$50,000 was appropriated to the District of Columbia, Hawaii, and Puerto Rico. For each dollar of federal funds for vocational rehabilitation expended in a state, there must be expended in the state, under the supervision of the state board for vocational education, at least an equal amount

of state and local funds for the same purpose. Federal and matching funds may be used for practically all aspects of the service, except for physical reconstruction and for living expenses of rehabilitants. The total amount spent in the states, the District of Columbia, and outlying areas for the fiscal year 1938 was \$3,820,391, as follows: (a) federal funds, \$1,769,989; (b) state and local funds, \$2,050,402. The appropriation to the Office of Education for the same year for administration of, and for research and reporting on, vocational rehabilitation was \$95,000.

During the fiscal year 1938 vocational rehabilitation was completed for 9,725 persons. About 68 percent of these persons received training of some kind, as follows: (a) training in an institution, 4,223; (b) training in employment, 1,756; and (c) other training, 649. Appliances were provided for 2,587 persons, and physical reconstruction was arranged for 640. The average cost of rehabilitation per person receiving the service is about \$300. At the close of the fiscal year 47,465 persons were in process of rehabilitation.

Special service for the blind.—A special feature of the vocational rehabilitation service is the effort made to provide employment for blind persons, enlarge their economic opportunities, and stimulate them to greater efforts toward self-support. This is carried on under the Randolph-Sheppard Act, approved June 20, 1936.²⁸ The service is rendered in part by authorizing properly licensed blind persons to operate vending stands in federal buildings and by promoting the establishment of such stands in non-federal buildings and their operation by blind persons.

The federal administration of the Act is carried out by the United States Office of Education through the vocational rehabilitation service. In each cooperating state the Office of Education designates the state commission for the blind, or, if there is no such state commission, some other public agency, to issue licenses to blind persons to operate vending stands in federal and other buildings in the state. The cooperative relationship is approved by the governor of the state.

²⁸ 49 Stat. L. 1559.

Since the Randolph-Sheppard Act has gone into effect, the Office of Education has designated cooperating agencies in 38 states, the District of Columbia, and Hawaii. During this period 221 blind persons have been established as operators of vending stands in federal buildings and 663 in nonfederal buildings. Their net earnings average about \$900 a year.

The Act authorizes the appropriation of such sums as may be necessary to carry out its provisions, but no special appropriations have been made for this purpose. The appropriations to the Office of Education have been increased slightly to care for the expenses of administration.

BIBLIOGRAPHICAL NOTE²⁹

The section on nautical education is based on three published sources (32), (36), and (47), and on information obtained from E. Henkel, Administrative Assistant and Chief Clerk, Bureau of Navigation, Navy Department, and from Telfair Knight of the staff of the United States Maritime Commission. Mr. Henkel read a draft of the statement on the state nautical schools and Mr. Knight a draft of the entire section from which the final copy was prepared.

Most of the historical and descriptive material for the section on vocational education is from Blauch (4), the information on the George-Deen Act is from Russell (29), and the statistics and some descriptive material are from the digest of annual reports of state boards for vocational education (46). The draft from which the final copy was prepared was read by Ronald V. Billington, Executive Assistant in Vocational Education, Office of Education.

The principal published sources of information used in the preparation of the section on apprenticeship service are the report of the Secretary of Labor for the fiscal year 1938 (40) and the study by Russell (29). Use was also made of: (a) two mimeographed statements on apprenticeship information issued by the office of the Federal Committee on Apprentice Training, October 25, 1937, and April 6, 1938; (b) a mimeographed statement on apprenticeship information issued by the Federal Committee on Apprenticeship, February 1939; and (c) a mimeographed statement, Special Release No. 3, February 1939, entitled "Au-

²⁹ The numbers in parentheses refer to the numbers of the titles in the Bibliography.

thorization, Objective, Functions, and Minimum Standards of the Federal Committee on Apprenticeship." Some of the information was obtained from the Federal Apprenticeship Service through Oswald L. Harvey, Technical Analyst, who read the draft from which the final copy was prepared.

The section on aviation education was prepared from two printed sources (31) and (38) and from: (a) a number of mimeographed news releases issued by the Civil Aeronautics Authority in 1939; (b) a news release dated December 27, 1938, from the Office of Education; (c) a memorandum on federal agencies participating in aviation education programs extending to the states and local communities, prepared by the Office of Education; (d) Air Commerce Bulletin, issued monthly by the United States Civil Aeronautics Authority, Vol. 10; Nos. 2, 7, 8, and 9; (e) miscellaneous materials, and (f) other information obtained through conferences with A. G. Norwood and W. S. Robb, consultants in the Private Flying Division, Civil Aeronautics Authority. Mr. Robb read the draft from which the final copy was prepared.

The principal published sources of information for the section on the employment service are the works by Palmer (23); Atkinson, Oden-crantz, and Deming (55); and the Secretary of Labor (40). John F. Conley, Junior Administrative Assistant, United States Employment Service, supplied much of the information on the service for juniors. The draft from which the final copy was prepared was read by R. S. Ward, Head, Junior Placement Service, and by William H. Stead, Acting Director, United States Employment Service.

Most of the information for the section on vocational rehabilitation of the physically disabled was obtained from Blauch (5) and from the digest of annual reports of state boards for vocational education for the fiscal year 1938 (46). John A. Kratz, Chief, Vocational Rehabilitation, Office of Education, supplied information on current developments and read the draft from which the final copy was prepared. A draft of the section was also read by K. Vernon Banta, Head, Handicapped Placement Service, United States Employment Service.

IV.

CHILD HEALTH AND WELFARE ACTIVITIES RELATED TO EDUCATION

THE FEDERAL GOVERNMENT engages in several activities aimed at promoting the health and welfare of children. These activities center chiefly in the Children's Bureau of the United States Department of Labor. At a number of points they come in contact with state and local systems of public education.

LEGISLATION

The Children's Bureau was established by an Act of Congress approved April 9, 1912, to investigate and report upon all matters pertaining to the welfare of children and child life, and particularly infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, and legislation affecting children in the several states and territories.¹ At first a part of the Department of Commerce and Labor, the Bureau was transferred to the United States Department of Labor at the time of its creation in 1913.

Since 1912 the functions of the Children's Bureau have been materially increased. It was given administrative responsibilities in connection with the first federal Child Labor Law (1917-18) and the Maternity and Infancy Act (1922-29). At present it is responsible for the administration of the maternal and child welfare provisions of the Social Security Act, approved August 14, 1935,² and the child labor provisions of the Fair Labor Standards Act of 1938.³

¹ 37 Stat. L. 79.

² 49 Stat. L. 629.

³ 52 Stat. L. 1060.

The maternal and child welfare provisions of the Social Security Act authorize appropriations for grants to states, the District of Columbia, Alaska, and Hawaii for several types of services, including: (1) maternal and child health services; (2) services for crippled children; and (3) child welfare services for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent, especially in predominantly rural areas. The programs developed under these provisions rest upon the principle of federal aid to the states granted on the basis of plans developed and administered by state agencies but subject to federal review and approval.

The Fair Labor Standards Act of 1938 placed upon the Children's Bureau responsibility for administering the child labor provisions of the Act, which establish minimum standards for the employment of children in the manufacture of goods that enter interstate commerce. The "oppressive child labor" provisions of the Act in effect exclude children under 16 years of age from employment in or about establishments producing goods for shipment in interstate commerce, except that children 14 and 15 years of age may be employed at work, other than manufacturing or mining, which has been determined by the Chief of the Children's Bureau not to interfere with their schooling, health, or well-being. Children 16 and 17 years of age are excluded from employment in occupations found and declared by the Chief of the Children's Bureau to be particularly hazardous or detrimental to their health or well-being. Child actors in motion pictures or theatrical productions, and children employed in agriculture during periods when they are not legally required to attend school, are exempt from these provisions.

Thus, the functions of the Children's Bureau now extend beyond research, consultation service, and dissemination of information to include, through the Social Security Act, the development, with the state agencies of health and welfare, of joint undertakings for the advancement of the well-being of children and youth and, through the Fair Labor Standards Act of 1938, the enforcement of federal regulations governing child labor.

NATURE OF THE ACTIVITIES

The investigational work of the Children's Bureau falls roughly into three categories: health, social welfare, and employment. Its studies relate to the growth and health of the child from the prenatal period through adolescence; the causes of maternal and child morbidity and mortality; maternal and child health services and their administration; problems of employment of young people in factories, in stores, in agriculture, in street trades, and in other occupations; child labor laws and their administration; community provision for dependent, neglected, delinquent, and handicapped children; the methods of caring for children in institutions and foster homes; special problems associated with dependency, neglect, illegitimate birth, mental deficiency, and physical handicaps affecting the social welfare of children; community provision for recreation; the organization of state and county departments of public welfare; causes, treatment, and prevention of juvenile delinquency; and the compilation and analysis of various types of statistics related to child welfare.

Reports are published, and bulletins are prepared and distributed. A special series of pamphlets relating to the care and training of children from birth through adolescence is published primarily for parents, and more than a million and a half of these pamphlets are sold or distributed free each year. The monthly bulletin, *The Child*, issued by the Bureau, currently reports activities affecting children.

The Children's Bureau, through its research and accumulation of data concerning children, provides information and advice to public officials, private agencies, professional groups, and individuals. It cooperates with officials and groups in other countries in the exchange of information and suggestions on various phases of child welfare.

Several activities of the Children's Bureau may be singled out as examples of particular interest in relation to public schools and school systems. These relate primarily to health work, service for crippled children, service to school children by child welfare

workers, programs for the treatment and prevention of delinquency, and the promotion of higher child labor standards.

Under the maternal and child health program the state and local health agencies conduct a health promotion program for infants and preschool children. Most of the state departments of health as a part of the maternal and child health program assume some responsibility, especially in rural areas, for school health service, and cooperate with the state departments of education in developing programs of school health education. School health service includes the provision of a health-permitting school environment, making the health resources of the community available to school children, the encouragement of periodic health supervision by physicians and dentists, and the services of public health nurses in interpreting the health needs of the pupil to the teachers and parents.

In all but 3 of the maternal and child health programs the state health agencies are cooperating with state departments of education in school health education activities. The contribution of the health department is directed chiefly toward supplying the teachers with subjectmatter and stimulating their interest in teaching health. Fifteen state health agencies employ health education coordinators or consultants who include school health education in their programs. It is the function of these co-ordinators to bring about active cooperation between the health departments and the schools on state and local levels in the teaching of health. Progress reports on these activities for the year ending June 30, 1938, showed assistance in the teaching of health in teacher-training colleges in 29 states, assistance in the teaching of health in the schools in 47 states, and assistance in teaching prenatal and infant care to high-school classes in 28 states.

The program for medical diagnosis, treatment, and aftercare of crippled children is of special importance to school children. The federal funds administered by the Children's Bureau for services for crippled children are used for the physical restoration and social readjustment of the crippled child but are not available for educational services. A number of school systems make special provision for the education of these children.

In the counties or local districts where demonstration child welfare services have been established under the Social Security Act, the services of the child welfare worker are frequently available to the school authorities for assistance in the investigation of home and other conditions affecting school children adversely and for assistance to the family and school in the treatment of such conditions. In a few local areas services are given to children through child guidance clinics.

The Children's Bureau has made studies of treatment programs of state training schools for juvenile delinquents, including the educational features. A statement of the function and objectives of training schools was issued in 1938 by an Advisory Committee to the Children's Bureau on Training Schools for Socially Maladjusted Children. Recently statistical data were obtained from the training schools showing the number of children under their care on January 1, 1938, by sex and age. A community project in the prevention and treatment of juvenile delinquency, known as the Community Service for Children, has been operating in St. Paul, Minnesota, under the Children's Bureau since late in 1937. Cooperation between the schools and the project has been developed through the services of a visiting teacher.

Through various bulletins and in its consultation service the Children's Bureau has emphasized the importance of play and recreation in the life of a child and the value of recreation as a preventive of delinquency.

The research and consultative service of the Children's Bureau in the field of child labor has had a part, along with other forces, in steadily raising the standards in child labor and compulsory school attendance laws. Its studies of employment of young workers and of junior placement services have also had a close relationship to the development of vocational guidance.

ADMINISTRATION

The Children's Bureau is under the direction of a Chief and an Assistant Chief. It carries on some of its research independently and

some of it in cooperation with federal, state, and other agencies. The administration of the grants for maternal and child welfare includes consideration of state plans submitted by state administrative agencies, approval of such plans by the Chief of the Children's Bureau if they conform to the terms of the Social Security Act, and consultation service on the development of state programs, given by the headquarters staff and by regional consultants.

In the states the grants for maternal and child health services are administered by state health departments; the grants for child welfare services, by state welfare agencies; and the grants for services for crippled children, by a state agency designated by state law. In 25 states the program for crippled children is administered by the department of health; in 15 by the department of welfare; in 5 by a crippled children's commission; in 4—Alabama, Iowa, Mississippi, and Texas—by the department of education; and in 2 by other agencies. In the administration of the Fair Labor Standards Act the Children's Bureau has obtained the cooperation of state departments of labor and education responsible for administering state child labor laws and issuing employment certificates under the state law. It accepts as proof of age under the federal Act state employment or age certificates, which are usually issued by local school officials.

SCOPE OF THE SERVICE

All the states, the District of Columbia, Alaska, and Hawaii cooperate in the three programs administered by the Children's Bureau under the Social Security Act, except that Wyoming has no program for child welfare services.

The annual appropriations authorized by the Social Security Act for grants to the states and other cooperating areas for maternal and child health and welfare services total \$8,150,000, and payments to the states and other cooperating areas amount to approximately the same sum (see Table 3).

Among the health services rendered to children during the

calendar year 1938 were: (1) health examinations by physicians, 1,853,196 school children; (2) dental inspections, 1,640,007 pre-school and school children; and (3) home and office visits by public health nurses, 3,364,328 school children. Additional services were rendered to infants and preschool children and mothers.

By the end of 1938, the state crippled children's agencies had 171,563 crippled children on their state registers. During 1938, 268,786 visits were made by crippled children to clinics for medical service (diagnosis and treatment); 49,308 children

TABLE 3. ANNUAL APPROPRIATIONS AUTHORIZED BY THE SOCIAL SECURITY ACT FOR GRANTS TO THE STATES AND OTHER COOPERATING AREAS FOR MATERNAL AND CHILD HEALTH SERVICES, SERVICES FOR CRIPPLED CHILDREN, AND CHILD WELFARE SERVICES, AND PAYMENTS MADE, FISCAL YEARS 1938 AND 1939.

Service	Annual appropriation authorized	Payments to the states and other cooperating areas	
		Fiscal year 1938	Fiscal year 1939 ^a
All services.....	\$8,150,000	\$7,775,245	\$8,234,026
Maternal and child health	3,800,000	3,728,931	3,715,217
Crippled children	2,850,000	2,694,676	2,997,915
Child welfare	1,500,000	1,351,638	1,520,894

^a The excess over the annual appropriation is from balances available from previous appropriations.

were given 1,631,866 days of hospital care; and approximately 8,000 children were given over 600,000 days of care in convalescent homes and foster homes. More than 50,000 children were given aftercare services, including, in addition to medical services, medical-social and public health nursing service and physical-therapy treatments.

Annual data are not reported for child welfare services, but reports from states indicate that during June 1938 more than 42,000 children were given service by workers whose salaries were

paid in whole or in part from federal child welfare service funds. Included in this group were children who presented conduct problems in school or in the community; children in need of treatment or special training because of physical handicaps; mentally defective children for whose care plans had to be made; and children whose home conditions threatened their physical or social well-being. In addition to the service given children in the selected local areas, the service in the state departments of public welfare financed in part with funds for child welfare services extends the benefits of the program to children in other areas in the states.

BIBLIOGRAPHICAL NOTE⁴

The principal published sources of information used in this chapter are two pamphlets on the Children's Bureau, (41) and (42), and the annual report of the Secretary of Labor for the fiscal year 1938 (40). A considerable part of the information used was obtained from the Children's Bureau through Edith A. Rockwood, Specialist in Child Welfare, who read the draft from which the final copy was prepared.

⁴ The numbers in parentheses refer to the numbers of titles in the Bibliography.

V.

EDUCATION FOR NATIONAL DEFENSE

BY FAR the greater part of the program for training both officers and enlisted men for the Army, the Navy, and the Marine Corps is carried on in the armed forces and in special schools maintained for the purpose. A smaller part of the program is carried on in cooperation with civil schools, colleges, and universities.

Elsewhere mention is made of the requirement in the Morrill Act of 1862 with respect to instruction in military tactics. This chapter explains the training provided through the Reserve Officers' Training Corps, aid given to military training units not affiliated with the Reserve Officers' Training Corps, training through the Naval Reserve Officers' Training Corps, and special training for the volunteer Marine Reserve Corps.

RESERVE OFFICERS' TRAINING CORPS

The Officers' Reserve Corps is organized for the purpose of providing a reserve of officers available for military service when needed. There are a number of sources from which appointments are made to the Corps, the most important, measured by the number of appointments, being the Reserve Officers' Training Corps.

Legislation.—The National Defense Act of 1916 was amended in 1920 to provide for training reserve officers in secondary and higher schools.¹ It authorized the President to establish in civil educational institutions a Reserve Officers' Training Corps, which should consist of: (1) a senior division organized at institutions granting degrees, including state universities, land-grant colleges and universities, and specially designated military schools not con-

¹ 41 Stat. L. 759, sec. 40-55c.

ferring academic degrees; and (2) a junior division organized at all other public and private educational institutions. The President was authorized to detail officers and enlisted men of the Army for duty at educational institutions having units of the Reserve Officers' Training Corps, and the Secretary of War was authorized to prescribe courses of military training for the units and to furnish to the institutions the necessary supplies and equipment.

Nature of the program.—Each division of the Reserve Officers' Training Corps consists of units of the several arms, corps, or services in such manner and such strength as the President may prescribe. At present the junior division consists of infantry units only, but the senior division has nine types of units. Departments of military science and tactics are set up in institutions in which units of the Reserve Officers' Training Corps are established.

The course of the senior division is four years long and is divided into the basic course (first two years, corresponding to the freshman and sophomore years) and the advanced course (last two academic years). The minimum amount of instruction in the basic course is an average of three hours a week and in the advanced course five hours a week, except that for medical units it is 90 hours a year in both the basic and the advanced courses. In some institutions students are required by the institution to take the basic course, in others they may elect it. Admission to the advanced course is governed by application, selection, and the funds appropriated by Congress.

Junior division training in essentially military school units consists of a four-year course, and in high school and other junior units it consists of a three-year course, except that where the public school system extends beyond the twelfth grade and military training is included in the higher grades, enrolment is limited to the four upper classes of the entire system. Credit for training in a junior division unit may be given to students toward eligibility for the advanced course.

Reserve Officers' Training Corps camps are established annually for periods not exceeding six weeks in any one year, and at-

tendance at one advanced-course camp is required of all students enrolled in the advanced course. This training is also required of students in certain junior division units who aspire to appointment as reserve officers of the Army of the United States.

Eligibility to membership in the Reserve Officers' Training Corps is limited to students at institutions in which such units of the corps are established, who are citizens of the United States, who are not less than fourteen or more than twenty-six years of age, and who meet certain physical requirements.

Upon satisfactory completion of the course of training, graduates of the senior division and graduates of certain junior division units who have completed the courses prescribed for the senior division and such further training as is provided and have reached the age of twenty-one years may be appointed by the President as reserve officers of the Army of the United States. Other students of junior and senior divisions upon the termination of their instruction therein receive military training certificates.

Administration.—The program is under the direction of the War Department, the Adjutant General handling the administration, including fiscal matters, and the General Staff handling the training. Standard courses of military training are prescribed by the Secretary of War, and these must be used in the institutions in which units of the Reserve Officers' Training Corps are maintained.

The War Department has divided the United States into nine corps areas. In addition, there are four departments for outlying areas: the Hawaiian, the Puerto Rican, the Panama Canal, and the Philippine. In all the corps areas and in the first two named departments, Reserve Officers' Training Corps units are maintained. Each corps area and each of three departments is under the command of a major general; the Puerto Rican Department is under the command of a brigadier general. To each of these corps area and department commanders are delegated the supervisory powers of the War Department over the Reserve Officers' Training Corps in all matters except those which have been expressly reserved to the War Department. The corps area and

department commanders are the immediate representatives of the Department in all relations with educational institutions maintaining Reserve Officers' Training Corps units. Annual inspections of all Training Corps units are made under the direction of the corps area or department commander. Each essentially military school of the junior division is also inspected by a War Department board to determine whether it is to be designated as an Honor School for that year. An institution receiving this designation is entitled to appoint one honor graduate for entrance to the United States Military Academy.

With the important exceptions noted above, the control of the operation of Reserve Officers' Training Corps units is vested in the authorities of the institutions. Civilian heads of these institutions exercise the same general control over the department of military science and tactics as they ordinarily do over other departments. Units are established on application of the institution and agreement to meet the requirements and give support to the department of military science and tactics.

The War Department furnishes to the institutions the supplies and equipment needed for military instruction, and, except at essentially military schools, it furnishes to the men equipment and uniforms. In the essentially military schools the government pays commutation in lieu of issuing uniforms—nine dollars a year during the basic course and eighteen dollars a year during the advanced course. College students who have completed two years of service in the senior division and who pursue advanced courses in the division receive stipends direct from the federal government, provided they meet certain conditions.

Scope of the program.—The obligations incurred for the maintenance of the Reserve Officers' Training Corps during the past three fiscal years have been: (a) 1937, \$4,067,396; (b) 1938, \$4,119,570; (c) 1939, estimated, \$4,825,842.

During the fiscal year 1938, 366 units were maintained at 274 institutions—226 senior units and 140 junior units.² The total

² An institution may have more than one senior unit. A junior unit may represent more than one school in a school system.

enrolment on June 30, 1938, was 154,523 (see Table 4). The enrolment at the beginning of the school year 1937-38 was 167,818.

A total of 6,337 graduates of the training courses were commissioned in the Officers' Reserve Corps during the fiscal year 1938.

TABLE 4. NUMBER OF UNITS AND ENROLMENT IN THE RESERVE OFFICERS' TRAINING CORPS, DISTRIBUTED BY DIVISION AND TYPE OF UNIT, JUNE 30, 1938.

<i>Division and type of unit</i>	<i>Number</i>	<i>Enrolment</i>
Senior division:		
Infantry	90	45,855
Field Artillery	28	18,822
Coast Artillery Corps	24	10,998
Corps of Engineers	28	9,109
Cavalry	11	4,194
Medical Corps	23	1,655
Signal Corps	11	1,761
Ordnance Department	9	631
Chemical Warfare Service	2	283
Total	226	93,308
Junior division:		
Infantry	140	61,215
Grand total	366	154,523

MILITARY UNITS NOT AFFILIATED WITH THE RESERVE OFFICERS' TRAINING CORPS

Section 55c of the National Defense Act as amended authorizes the loan of military equipment to schools and colleges which maintain military units not affiliated with the Reserve Officers' Training Corps, provided such schools follow a prescribed course of training and maintain a minimum enrolment of 100 students over fourteen years of age. Within these limits the control and supervision of the units is in the hands of the school authorities. The President is authorized to designate regular commissioned

and noncommissioned Army officers as instructors at these schools, but this is not generally done because of the lack of available personnel. Annual inspections are made by the corps area or department commanders. The aid furnished to these schools and colleges is very limited and is confined to rifles, belts, and small grants of rifle ammunition.

In 1937-38 there were 37 of these institutions with a total enrolment of 9,923 in military training.

NAVAL RESERVE OFFICERS' TRAINING CORPS

The United States Naval Reserve and the United States Marine Corps Reserve have been organized to provide for rapid expansion of the Navy and the Marine Corps during national emergency. The Naval Reserve as now constituted consists of four classes: the Fleet Reserve, the Organized Reserve, the Merchant Marine Reserve, and the Volunteer Reserve. The Marine Corps Reserve consists of three classes: the Fleet Marine Corps Reserve, the Organized Marine Corps Reserve, and the Volunteer Marine Corps Reserve. Among the sources from which appointments of officers are made to the Naval Reserve and the Marine Corps Reserve is the Naval Reserve Officers' Training Corps, which in some respects is patterned after the Reserve Officers' Training Corps of the Army.

Legislation.—The National Defense Act of 1916 was amended in 1925³ to authorize the establishment and operation of a Naval Reserve Officers' Training Corps, the regulations to conform, so far as practicable, to the provisions of the Act relating to the Reserve Officers' Training Corps. The powers conferred upon the Secretary of War with regard to the Reserve Officers' Training Corps were conferred upon the Secretary of the Navy with regard to the Naval Reserve Officers' Training Corps. The graduates of the Corps were made eligible for appointment as Naval Reserve officers or as Marine Reserve officers.

Nature of the program.—The Naval Reserve Officers' Train-

³ 43 Stat. L. 1276.

ing Corps consists of all naval training units established in civil educational institutions of the United States. Its purpose is to provide systematic training and instruction in essential naval subjects at civil educational institutions in order to further the plan for national defense. The Corps qualifies selected students for appointment as ensigns in the Naval Reserve or second lieutenants in the Marine Corps Reserve.

The students learn seamanship, gunnery, ordnance, nautical astronomy, and navigation, and they gain knowledge of law, communications, tactics, naval history, and administration. To a lesser degree they familiarize themselves with naval aviation and with marine and electrical engineering. The course of training consists of instruction covering four academic years, and it is divided into a basic course of the first two academic years and an advanced course of the second two academic years. A student first elects the two-year basic course, upon the completion of which, if he is acceptable for further training, he may elect the advanced course. The minimum amount of time of instruction and training in the basic course is three hours for each week and in the advanced course five hours for each week, not including time devoted to preparation for instruction. Credit for the course is usually given by the institutions on practically the same basis, hour for hour, as is given for laboratory and classroom work in other departments. A number of the courses in naval science at the institutions maintaining training units may be taken by students not registered in the Naval Reserve Officers' Training Corps.

Practice cruises, usually lasting for twenty four days, are made to afford the students opportunity to gain experience at sea in the practical application of their studies. All advanced course students are required to make a cruise of from two to three weeks in a combatant ship during the summer following the junior year in college. Opportunities are given to Corps students to make additional cruises.

Membership in the Naval Reserve Officers' Training Corps is limited to male students at educational institutions where units of the Corps are established, who are citizens of the United States,

who are not less than fourteen years old, and who meet the specified physical requirements. The students are required to pass the Naval Academy physical examination.

While the training is intended primarily to fit students for membership in the Naval and Marine Reserves, some, upon graduation, pursue maritime occupations as a means of livelihood. Under the cadet system the graduates can qualify as cadet officers in the merchant marine when they obtain licenses, and, after sufficient service at sea, they are an additional source for officers in the merchant marine.

Administration.—Supervision, direction, and control of the Naval Reserve Officers' Training Corps is administered by the Navy Department through the Bureau of Navigation. Subjects and outlines of courses of study for the training are prescribed by this Bureau.

The Navy Department has divided the United States into eleven naval districts and the outlying areas into three naval districts, each of which is under a commandant. To these commandants are delegated the supervisory powers of the Bureau of Navigation over the Naval Reserve Officers' Training Corps in all matters except those which have been expressly reserved to the Navy Department and the Bureau of Navigation. They are responsible for seeing that the law and the regulations relating to the Corps are effectively carried out. At least once each academic year the commandant of the naval district inspects the Corps units within his area, and officers from the Bureau of Navigation also make occasional inspections.

With certain important exceptions, civilian heads of educational institutions where Naval Reserve Officers' Training Corps units are established have the same general authority of supervision and control over the departments of naval science and tactics as they exercise over other departments.

Units are established on application of institutions and agreement to meet certain stated requirements. In addition to classrooms, the institutions provide adequate housing space for the exclusive use of the naval units. The number of units that may be

established is governed by law and the appropriations made by Congress for this purpose.

The Navy Department issues to the educational institutions the equipment and supplies required for the naval instruction of the Corps. For the students it provides the uniforms, textbooks, equipment, a small compensation for juniors and seniors, and transportation to and from the cruising ships, with subsistence while on board.

Scope of the program.—The obligations and expenditures for the maintenance of the Naval Reserve Officers' Training Corps during the past three fiscal years have been: (a) 1937, \$79,265; (b) 1938, \$84,400; (c) 1939, allocation, \$133,009. These expenditures do not include the salaries of the naval personnel detailed to the institutions as instructors.

During the fiscal year 1938, units were maintained at six institutions: Yale University, Harvard University, Northwestern University, Georgia School of Technology, University of California, and University of Washington. During the fiscal year 1939 units were established at Tulane University and the University of California at Los Angeles. One new unit is to be established during the summer of 1939 at the University of Minnesota. A unit typically consists of six officers and 200 students. The total enrolment in the units for the year 1938 was 1,200, the number of graduates was 228, and the number of these graduates who received commissions in the Naval Reserve was 219.

The total authorized enrolment of the Corps is 2,400, but, according to present plans, this number will not be attained for some years.

TRAINING FOR THE VOLUNTEER MARINE CORPS RESERVE

The Marine Corps has not established reserve officers' training units in colleges or universities. However, from a selected list of accredited colleges throughout the United States, it has since 1935 enlisted students in the Volunteer Marine Corps Reserve. Quotas which will be accepted are assigned to colleges,

and the colleges recommend students. Those who are accepted are assigned to two six-week periods of active-duty training, each following their sophomore and junior years at college. Upon graduation from college and the successful completion of the two periods of training, these men are commissioned as second lieutenants in the Volunteer Marine Corps Reserve for duty as platoon leaders in time of national emergency. A very small number may be commissioned in the regular Marine Corps.

The present objective of the program is 1,000 commissioned officers. Since 1935 a total of 172 men have been commissioned as second lieutenants, and 322 others who have completed the training periods will be commissioned as soon as they receive their degrees from the colleges. The number who reported for training during the year 1938 was 240.

This training is related to the colleges only in that the men selected must be students in accredited colleges and be recommended by the institutions. Students are so chosen that a minimum come from colleges in the central part of the United States, this being done to save the cost of transportation.

BIBLIOGRAPHICAL NOTE⁴

Much of the description of the Reserve Officers' Training Corps and the military training units not affiliated with the Reserve Officers' Training Corps is based on the Army Regulations (50 and 51) and on the hearings on the Military Establishment Appropriation Bill for 1940 (35). The statistics were obtained from the hearings and from the report of the Secretary of War for the year 1938 (49). Information on military units not affiliated with the Reserve Officers' Training Corps was obtained from a pamphlet issued by the Civilian Military Education Fund (63). Major Ralph C. Bishop, Secretary of the Civilian Military Education Fund, supplied some of the information on the Reserve Officers' Training Corps. Major F. M. Smith, Office of Adjutant General, War Department, and Major R. O. Baldwin, General Staff, War Department, supplied some of the information and read the draft from which the final copy was prepared.

The description of the Naval Reserve Officers' Training Corps and the training for the Volunteer Marine Corps Reserve is largely based

⁴ The numbers in parentheses refer to the numbers of the titles in the Bibliography.

on the regulations for the administration of the Naval Reserve Officers' Training Corps (48) and on the hearings on the Navy Department Appropriation Bill for 1940 (36). Some information was obtained from the report by the United States Maritime Commission on training merchant marine personnel (47). Commander F. V. Lake, U.S.N., read the draft from which the final statement on the Naval Reserve Officers' Training Corps was prepared, and Major W. B. Onley, U.S.M.C., read the draft from which the final statement on the training for the Volunteer Marine Corps Reserve was prepared.

VI.

EMERGENCY EDUCATION ACTIVITIES

THE depression of the 1930's gave rise to extensive federal activities for the social and economic welfare of the people. A number of the federal agencies established to administer various phases of relief programs engaged in educational activities which involved large numbers of people. In general the primary objective of these agencies has been relief, and educational objectives have been secondary or incidental. Nevertheless, the educational service rendered, the experience acquired, and the administrative procedure established are of considerable importance.

EMERGENCY RELIEF AGENCIES AND ACTIVITIES

The development of federal relief activities may be considered under four categories. It began with federal assistance in 1932-33 through loans made to the states and local governments by the Reconstruction Finance Corporation for direct relief and for work relief through construction and repair of public buildings and other public works. These loans were to be repaid from future federal grants-in-aid for highways by annual reduction of one-fifth until repayment was completed. This policy of making loans was not intended to be a federal program of relief; it was merely a method whereby state and local authorities were enabled temporarily to finance their relief activities. However, in 1934 the states were relieved of repayment of \$280,026,000 originally received by them as loans, and this amount may therefore be regarded as an outright grant.

From 1933 to 1935 the federal government gave aid to the states for both direct relief and work relief, and it supplemented these joint programs by other relief activities administered by

federal agencies. The Federal Emergency Relief Administration was established in May 1933, primarily as an agency for supporting rather than directing state relief operations.¹ In the allotment of federal relief appropriations to the states the Administration had practically complete discretion. In general the states established their own relief organizations and administered the relief funds received from the federal government and from state sources. In November 1933 the Civil Works Administration, established by Executive order, began a federally administered program of work relief which was financed almost entirely from federal funds, the object being immediate employment for a large number of persons most of whom were without jobs. With some minor exceptions, this particular program ceased in March 1934. Thereafter the Federal Emergency Relief Administration, in its allocation of relief funds to the states, placed greater emphasis on work relief and less on direct relief. Among the relief measures established and directly operated by the federal government during these two years was Emergency Conservation Work conducted with the Civilian Conservation Corps.

The National Industrial Recovery Act (1933)² authorized an appropriation of \$3,300,000,000 for the construction of works for federal departments and for grants and loans to states for public works. To administer these funds the Federal Emergency Administration of Public Works (commonly known as the Public Works Administration) was established. It aimed at the construction of works of permanent value, preferably self-liquidating projects, and through this construction it hoped to stimulate industry and employment.

A radical change was made in 1935 when the federal government gave up the support of direct relief and began to devote funds to work relief or to works construction. The Works Progress Administration was established as both an operating and a co-ordinating agency for the program of work projects. In this re-organization state agencies were abandoned and a complete federal

¹ 48 Stat. L. 55.

² 48 Stat. L. 195.

organization was established throughout the country. The projects were designed to assure a maximum of employment in all localities and in general were of the type which required relatively small expenditure for materials and large expenditure for labor. They were different from those under the Public Works Administration, which were generally large construction projects requiring large outlays for materials in proportion to the direct employment provided. The grant-in-aid program of relief under the Federal Emergency Relief Administration came to an end on December 31, 1935, although the liquidation of its activities was not completed until later.

A number of other emergency agencies were established, but the only one of major concern in this study is the National Youth Administration. Two emergency projects have been administered by the United States Office of Education, and recently certain functions formerly carried out by the National Emergency Council became an administrative responsibility of the Office.

CIVILIAN CONSERVATION CORPS

The oldest of the federal emergency agencies engaged directly in work relief activities is the Civilian Conservation Corps, now in its sixth year. In its work on conservation projects and in the care of its enrollees in camps the Corps has provided an educational program which reaches almost 300,000 youth each six months.

Legislation.—On March 31, 1933, there was approved an Act of Congress "for the relief of unemployment through the performance of useful public work, and for other purposes."³ The law was enacted "for the purpose of relieving the acute condition of widespread distress and unemployment now existing in the United States, and in order to provide for the restoration of the country's depleted natural resources and the advancement of an orderly program of useful public works."

³ 48 Stat. L. 22. The President gave effect to the Act through Executive Order No. 6101, April 5, 1933.

Under the Act the President was authorized to provide for housing the persons so employed and for furnishing them with necessary subsistence, clothing, medical attendance and hospitalization, and cash allowance, and to provide for the transportation of these persons to and from the places of employment. The project was known technically as Emergency Conservation Work. In his message to Congress requesting the establishment of this project, the President referred to the proposed organization as a civilian conservation corps, and from the beginning it has been known by this name, or more popularly as the CCC.

Under the original Act, the authority of the President to provide for the Emergency Conservation Work extended for a period of two years following March 31, 1933. In the Emergency Relief Appropriation Act of 1935, the authority of the President with respect to the Emergency Conservation Work was continued to and including March 31, 1937,⁴ and in the First Deficiency Appropriation Act for 1937 his authority in this matter was extended through June 30, 1937.⁵ After efforts were made by the Administration in 1937 to provide for the work on a permanent basis, Congress established the Civilian Conservation Corps for a period of three years, beginning July 1, 1937.⁶ In the language of the Act of 1937, the Corps was established "for the purpose of providing employment, as well as vocational training, for youthful citizens of the United States who are unemployed and in need of employment, and to a limited extent . . . for war veterans and Indians, through the performance of useful public work in connection with the conservation and development of the natural resources of the United States, its territories and insular possessions."

The Civilian Conservation Corps was an independent agency of the federal government until July 1, 1939, but under the plan of reorganization transmitted to Congress by the President on April 25, 1939, it has been included in the Federal Security Agency.

⁴ 49 Stat. L. 115.

⁵ 50 Stat. L. 8.

⁶ 50 Stat. L. 319.

Camp life.—Enrolment in the Civilian Conservation Corps (other than war veterans, enrollees in the territories and insular possessions, and Indians) is limited to unmarried male citizens of the United States between the ages of 17 and 23 years, who at the time of enrolment are unemployed and in need of employment. Enrolment is for a six-month period, and the youth may enrol for three additional periods of six months.

Upon arrival at camp the men are furnished complete clothing outfits both for work hours and for off-duty hours, assigned places in the barracks, vaccinated, and inoculated. From one to three weeks they undergo a process of "conditioning," which consists of performing light duties around the camp, eating good food, following a regular schedule, and having medical observations made. After this physical hardening has been completed, the men are assigned to work on projects such as planting forest trees, building trails, constructing bridges, constructing telephone lines, building dams, and treating areas for erosion control. A typical camp provides for between 180 and 200 men.

Five days a week—a total of forty hours, including lunch time and travel time to and from work—are spent on the projects. No project work is done on Saturdays unless it is necessary to make up lost time due to bad weather during the previous week, or in cases of emergency. Each enrollee is required to spend a part of his time in duties connected with the general care of the camp.

For his labor the youth receives \$30 a month, his board, clothing, living quarters, medical care, and an opportunity to learn, both on the work projects and in camp during off hours. Assistant leaders—about 9 percent of the enrolment—receive \$36 a month, and leaders—about 5 percent of the enrolment—receive \$45 a month. Of the monthly pay, each enrollee is required to send to needy dependents a minimum of \$22; if he has no dependents he deposits \$22 with the Civilian Conservation Corps fiscal officer, and this is returned to him when he leaves camp.

The educational program.—The Act of 1937 establishing the Civilian Conservation Corps includes vocational training as one

of the major objectives, and it states that "at least ten hours each week may be devoted to general educational and vocational training." The statement has been made recently that "from the beginning the basic underlying principle of all educational activities has been to return to the normal work-a-day world citizens better equipped to earn a living."⁷

As far as possible the educational program for each camp is organized and conducted to fit the needs of the young men in that particular camp. The enrollees range from boys who have never attended school to others who have graduated from college. The average school grade completed is 8.7. The vocational interests and attainments of the enrollees also show great diversity. To meet the needs presented by this group of youth several types of educational opportunity and training are offered.

For the large number of enrollees who have not completed the work of the elementary grades, instruction is provided in elementary-school subjects leading to the granting of eighth-grade diplomas. This instruction is built around six workbooks in language usage, and six workbooks in arithmetic, with the use of graded supplemental reading. More advanced academic instruction is also available. Courses in the usual secondary-school subjects are offered, and professional work, including teacher training, foreman training, and leader training, may be taken.

A considerable amount of occupational training is given, some of it on the work projects and some on jobs in running the camp, and some of it is provided during leisure time. It is reported that the typical work project includes approximately 65 different jobs, and that the camp has from 9 to 12 different jobs, which may be made the basis of training for occupations outside the Corps. The training on the project is carried on by the project supervising personnel and in the camps by the camp officers. The occupational training during leisure time consists of instruction directly related to the training on the projects and on camp jobs, as well as of instruction in other occupations. Included among

⁷ 76th Cong., 1st sess. House of Representatives, Committee on Labor. Hearings on H. R. 2990, February 9, 23, and 24, 1939. p. 54.

the more common leisure-time offerings are commercial courses, building trades, electrical work, auto mechanics, and agriculture.

A variety of other miscellaneous instruction, some of it informal in character, is also provided. Arts and crafts, dramatics, and music activities are carried on. Regular instruction is provided in personal hygiene, safety, and first aid. Citizenship activities of various types constitute a part of the program. Lectures by outside speakers and organized library activities are generally found in the camps.

Much use is made of visual aids in the camp teaching. Central film libraries make available to all the camps a large assortment of sound and silent motion picture films and film strips, which are used for instruction. Lantern slide machines and opaque projectors are used extensively. Entertainment films paid for by the enrollees also reach most of the camps.

One of the most important phases of the educational program is the counselling and guidance of young men on all types of problems—personal, social, educational, and vocational. An educational adviser counsels with the enrollees, talks with officers and project superintendents, studies the records of the men, observes the men at work and, when possible, gives them achievement and aptitude tests. The men are assisted in selecting vocations, and training is then provided for those vocations that can be taught in camp.

Each camp has a library and reading room, and the typical camp has a book stock of more than 1,000 volumes. The camp library is supplemented by a traveling library of 100 volumes of modern fiction, biography, and other types of books which are circulated among the camps on a regular schedule, usually about every 60 days. A total of 51 magazines is furnished each camp, and from 5 to 8 daily newspapers are also supplied.

Many enrollees attend schools in nearby communities during regular sessions in the day (such enrollees take night jobs) or during evenings and Saturdays. Communities in many cases contribute these services or make only nominal charges for janitor service, heat, and light.

Both private and public institutions offering instruction by correspondence have offered special rates and special courses for enrollees of the Civilian Conservation Corps. Some of these courses may be had for as low as 50 cents or \$1 for a semester of work. A total of 53 institutions are offering correspondence courses which are being taken by enrollees.

Through the cooperation of local school systems, state departments of education, and colleges and universities, arrangements have been made in many camps whereby instruction received by enrollees leads to eighth-grade diplomas, high-school diplomas, and college diplomas. During the year 1937-38, elementary-school certificates or diplomas were given to 3,517 enrollees, high-school diplomas to 634 enrollees, and college degrees to 13 enrollees. Some of the instruction was given to men at the camps by teachers who met the standards of the cooperating school or state department, and some of it was given to men in the camps who attended schools or colleges nearby.

Administration.—At the head of the Civilian Conservation Corps is a Director, who is appointed by the President, by and with the advice and consent of the Senate. He has "complete and final authority in the functioning of the Corps, including the allotment of funds to cooperating Federal departments and agencies, subject to such rules and regulations as may be prescribed by the President" in accordance with the provisions of the Act establishing the Corps. Among his important functions are those of coordinating the activities of the departments of the government concerned with the camps and selecting enrollees other than veterans, Indians, and residents of the territories and outlying possessions.

A large administrative responsibility with respect to the Civilian Conservation Corps falls upon the War Department. It is charged with examining, inoculating, and conditioning the men and transporting them to the camps. In the camps it is responsible for the feeding, clothing, housing, and disciplining of the enrollees, and for maintaining their general welfare. Conservation work on Indian lands is carried out by the Civilian Conservation Corps, Indian Di-

vision, and is under the Office of Indian Affairs, Department of the Interior, which office is responsible for the camps. The camps in Alaska and Puerto Rico are a responsibility of the Department of Agriculture, the one exception being the camp in the Mount McKinley National Park in Alaska which is in charge of the National Park Service, Department of the Interior. The National Park Service manages all the Civilian Conservation Corps activities in Hawaii and the Virgin Islands. The War Department disburses the funds for the Indian and territorial Corps activities, but it has no other responsibilities for them.

Two departments of the government handle the work projects. The Department of Agriculture, mainly through the Forestry Service and the Soil Conservation Service, has in charge approximately 70 percent of the work projects, while the Department of the Interior, mainly through the National Park Service, has in charge approximately 30 percent of the work projects. Many state agencies also participate in the direction of the work projects. The Department of Agriculture and the Department of the Interior have men in their Washington offices especially designated to assist in developing systematic instruction on the work projects and to see that the enrollees become familiar with the program for the conservation of national resources.

The administrative activities of the War Department in connection with the camps, as in the case of other activities of that Department, are largely carried on through the corps areas of the United States, each of which is under a corps area commander. For purposes of administration of the Civilian Conservation Corps, most corps areas are divided into districts each having from thirty to fifty camps. Each district has a district commander.

Prior to July 1, 1939, each camp was administered by an officer of the Army Officers' Reserve Corps, the Naval Reserve, or the Marine Corps Reserve, or a Coast Guard warrant officer, acting as camp commander. He usually had the rank of captain in the Army Officers Reserve Corps or the equivalent rank in the case of the other services. He had been called from civilian life by the corps area commander for a tour of duty as camp com-

mander. Assisting him was a junior officer, usually a first or second lieutenant in the Army Officers' Reserve Corps, or the equivalent rank in one of the other services.

On July 1, 1939, the War Department began to appoint civilians to replace gradually these reserve and warrant officers serving with the Civilian Conservation Corps, and the replacement program will be completed in six months. However, any civilian employed in a position held by a reserve or warrant officer must, with some exceptions, hold a commission in the Army Officers' Reserve Corps, the Naval Reserve, or the Marine Corps Reserve and be eligible for active duty and promotion, or must be a warrant officer of the Coast Guard not on the active list, although under certain circumstances suitable persons not in these categories may be employed. In reality, then, the only change is that these employees now serve in a civilian rather than in a reserve officer capacity. Under new pay schedules the camp commander receives from \$2,300 to \$3,200 a year. The civilian head of the camp is known as "company commander," and his assistant as "subaltern."

In each camp, or attached to it, are a project superintendent and an educational adviser. An average of two physicians are assigned to every three camps. The project superintendent directs the work on the projects, and in this he is assisted by technicians and foremen. The camp physicians look after sanitary conditions and render medical service to the men.

The Adjutant General of the War Department is charged with conducting the welfare and educational activities of the Civilian Conservation Corps. The technical details of the educational program are formulated and recommended to the War Department by the United States Commissioner of Education. In determining educational policies for the camps he is assisted by an advisory committee consisting of himself as chairman, and a representative of the Director's office, the War Department, the Department of Agriculture, and the Department of the Interior.

The Director of Civilian Conservation Corps Camp Education, under the general supervision of the Commissioner of Education,

carries out the educational program. He is responsible for selecting all educational personnel and recommends to the War Department the outlines of instruction, teaching procedures, and supplies and equipment. This official was appointed by the President, by and with the advice and consent of the Senate. He and his assistants and clerical force are paid from Civilian Conservation Corps funds allotted to the War Department.

Each corps area commander is advised by a corps area educational adviser, and each district commander is assisted by an educational adviser with respect to the educational program. These officials supervise the work of the camp educational advisers, train them in conferences before they go into their camps, meet them in district conferences at frequent intervals, visit the camps and observe the educational work, send out monthly bulletins to the advisers, recommend appointment or dismissal of advisers, and assist in the selection of materials for instruction.

The camp educational advisers are civilians appointed by the United States Office of Education on the recommendation of the corps area educational adviser. They are paid \$2,000 a year. Usually they live in the camps and pay \$3 or \$4 a week for board and \$5 a month for quarters. A basic requirement for appointment to this position is the possession of a college degree. The educational adviser is in charge of camp educational activities under the direction of the company commander. In a typical camp there are six or seven men from a technical staff, such as foresters, engineers, landscape men, and wildlife experts, who assist the educational adviser by giving their own time after work hours to instruction. The camp may also have instructors from among the advanced enrollees, a part-time teacher from a nearby community, and several Work Projects Administration or National Youth Administration teachers. Each camp has an average of about 17 instructors although, of course, most of these have other duties.

Scope of the service.—The number of enrollees of the Civilian Conservation Corps authorized is 300,000 in the continental United States, plus an additional 7,000 Indians, and 5,000 youth

in Alaska, Hawaii, Puerto Rico, and the Virgin Islands. In June 1938 the number of commissioned officers and enlisted men on duty with the Corps in continental United States, not including the work on Indian reservations, were: (a) regular Army, 119; (b) Officers' Reserve Corps, 4,561; (c) Naval Reserve, 115; (d) Marine Corps Reserve, 26; (e) enlisted men of the regular Army, 34; (f) total, 4,854.

In February 1938 the Civilian Conservation Corps had 1,505 companies and an official enrolment strength of 270,323, and in February 1939 the official enrolment strength was 288,334. Of

TABLE 5. ENROLLEES IN THE CIVILIAN CONSERVATION CORPS RECEIVING INSTRUCTION, CLASSIFIED BY TYPES OF INSTRUCTION, FEBRUARY 1938 AND FEBRUARY 1939.^a

<i>Type of instruction</i>	<i>Enrollees</i>	
	<i>February 1938</i>	<i>February 1939</i>
Training on the job	157,250	190,803
Vocational courses	116,493	139,287
Academic subjects	91,564	111,655
Informal activities	44,166	49,406
Foreman, teacher, and leader training.....	34,285	39,439
 Total, excluding duplicates	238,170	263,801

^a Excluding the enrollees in the territories and insular possessions and on Indian reservations.

the total enrolment in February 1938, 88 percent participated in some form of educational activity, and in February 1939, 91 percent were so engaged (see Table 5). In February 1939 about 25,600 persons gave instruction in more than 44,000 subjects (see Table 6).

The total obligations incurred by the Civilian Conservation Corps for the fiscal year 1938 were \$308,598,890 (see Table 7). The cost per enrollee, charging all costs for materials, equipment, administration, and other items, for the fiscal year 1938 was \$1,189. For the fiscal year 1939 it will be approximate-

ly \$1,000. About 23 percent of the total cost may be charged to relief of enrollees' dependents, and the rest can be charged to conservation and education. For the year 1938 a total of

TABLE 6. NUMBER OF PERSONS GIVING INSTRUCTION AND NUMBER OF SUBJECTS TAUGHT TO ENROLLEES OF THE CIVILIAN CONSERVATION CORPS, CLASSIFIED BY TYPES OF INSTRUCTORS, FEBRUARY 1938 AND FEBRUARY 1939.^a

Instructors	February 1938		February 1939	
	Number	Subjects	Number	Subjects
Members of technical staff.....	10,171	12,496	9,603	13,979
Enrollees	4,333	4,853	5,631	6,252
Members of military staff	2,905	4,199	3,194	4,664
Educational advisers	1,471	7,407	1,469	7,007
WPA teachers.....	1,403	4,349	1,834	6,007
Assistant educational advisers....	1,346	2,951	1,321	2,832
Regular teachers	1,302	1,668	1,633	2,217
NYA teachers.....	121	209	94	190
Others	832	1,164	813	1,015
 Total	 23,884	 39,296	 25,592	 44,163

^a Excluding the territories and insular possessions and the Indian reservations.

TABLE 7. OBLIGATIONS INCURRED BY THE CIVILIAN CONSERVATION CORPS, FISCAL YEAR 1938.^a

Item	Amount
Allowance to members	\$ 102,411,087
Pay of other civilian employees	53,823,607
Subsistence	43,515,975
Supplies and materials	36,405,006
Pay of Reserve officers, Coast Guard warrant officers, civilian surgeons, dentists, and clergymen	19,199,217
Other items.....	53,243,998
 Total	 \$ 308,598,890

^a Including the territories and insular possessions and Indian reservations.

\$4,361,919 was the direct strictly educational obligation. An additional \$691,000 was represented by the pay of assistant educational advisers. These figures do not represent a true or full

statement of educational obligations, because they do not take into account the value of the educational services of company officers, superintendents, volunteer teachers, Works Progress Administration teachers, and other persons assisting in the educational program, nor do they include funds spent from camp exchange profits for educational purposes, the cost of the services rendered by nearby cooperating schools, and other important donations.

WORK PROJECTS ADMINISTRATION

Among the early activities of the Federal Emergency Relief Administration was the authorization of the expenditure of relief funds in the employment of needy unemployed teachers or other persons competent to teach who were assigned to elementary schools in rural counties where the schools were closed or partially closed because of lack of funds. At the same time authorization was given to pay work-relief wages in cities as well as rural counties to needy unemployed persons competent to teach adults to read and write English. Beginning with these initial steps in August 1933, the educational activities of the relief program were extended to include vocational training of unemployed adults, vocational rehabilitation of unemployed physically handicapped adults, general education of unemployed and other adults, workers' education classes, nursery schools under the control of public school systems, adult education in prisons, resident schools and camps for unemployed women eligible for relief, part-time employment of college students in need of aid, and parent education. By 1935 the foundations of the educational program had been laid and the principal fields of work had been determined.

Legislation.—Appropriations made under the Emergency Relief Appropriation Acts of 1935, 1936, 1937, and 1938 were designed to provide relief and particularly work relief and thereby to increase employment. The funds were made available for a variety of work projects, as follows:

- (1) Highways, roads, and streets.
- (2) Public buildings; parks and other recreational facilities, including buildings therein; public utilities; electric transmission lines or systems to serve persons in rural areas, including projects sponsored by and for the benefit of nonprofit and cooperative associations; sewer, water supply, and purification systems; airports and other transportation facilities, flood control, drainage, irrigation, and conservation; eradication of insect pests; and miscellaneous construction projects.
- (3) Educational, professional, clerical, cultural, recreational, production, service, including training for domestic service, and miscellaneous nonconstruction projects.⁸

Under authority of the relief appropriation acts a works program was inaugurated and operated which included projects conducted by more than sixty units of the federal government, relief funds being allocated from time to time to those agencies to carry on work projects.

The Works Progress Administration was established by Executive order in May 1935, under authority of the Emergency Relief Appropriation Act of 1935. From time to time its powers and functions were continued by Executive orders, and by the Emergency Relief Appropriation Act of 1939 it was extended until June 30, 1940. The function of the Works Progress Administration was twofold: (1) to operate a useful program of work projects, and (2) to schedule and coordinate such projects with the work project activities of other governmental agencies so as to provide maximum continuous employment. The program established is fundamentally a federal work relief program, and it is operated by federal agencies.

The Works Progress Administration was an independent agency of the government until July 1, 1939. On that date it and its functions (except the National Youth Administration and its functions) were transferred to the Federal Works Agency. At the same time the name was changed to Work Projects Administration.

⁸ U. S. Government Manual, p. 341. (August 10, 1938.)

Educational activities.—Almost every section of the Work Projects Administration is engaged directly or indirectly in educational activities, but the principal activities in education are carried out under the Section of Education and Training Projects. Other sections concerned with educational activities are the Section of Recreation Projects, the Section of Production and Service Projects, the Section of Research and Records, and the Section of Operations.

The education projects include the following activities: literacy and naturalization classes; workers' education; public affairs education; education for home and family living, including home-making, parenthood, home nursing, home hygiene, and health education; vocational education, including training for trade and industrial occupations and commercial occupations, agricultural education, vocational guidance and adjustment, and other forms of vocational training; education in avocational and leisure-time activities, including arts and crafts, literature and language, public speaking and dramatics, and music; academic and cultural education on the college level; correspondence instruction; nursery schools; public schools for children of employees on certain federal projects; and a number of other types of education.

These educational activities are carried on through forums, discussion groups, panels, lectures, classes, educational tours, and laboratory and shop exercises. They use public schools, libraries, museums, radio stations, and other agencies. Books, periodicals, pamphlets, and mimeographed materials are employed when available, and new materials particularly adapted to the needs and purposes of the persons receiving the instruction are prepared. Attention has been given to the in-service training of Work Projects Administration teachers for the particular types of work they have to do. During the summer of 1938, 72 summer training institutes and schools extending from two to six weeks were held for this purpose in colleges and normal schools. In many cases the teachers received credit which continued their teaching certificates.

The Work Projects Administration engages in construction

projects, which include the construction and repair of school buildings and libraries, and the construction of recreational facilities. In connection with these projects it conducts a foremanship training program whose purpose is to provide instruction to foremen and supervisors employed on construction projects, so as to insure a better understanding of responsibilities, to facilitate the management of personnel, and to prepare men for employment in private industry.

The research and records projects cover a wide range of subjects, such as unemployment, public health, family incomes, cost of living, taxation, population, and education. Among the projects directly related to education are statewide testing programs, and studies of school building adequacy, transportation of pupils, problem children, effectiveness of counselling, school records, school population, school failures, and promotion and grading practices.

The recreation projects include arts and crafts, drama, music, lecture and discussion groups, literary and cultural appreciation, athletics and sports, game room activities, dancing, and recreational therapy. The purpose of these projects is to promote the use of leisure for purposes of physical development, esthetic enjoyment, mental exploration, and participation in civic life. The line between education and recreation is not sharply drawn. The age and the education of the project worker determine to a large extent the nature of the activity. The older and the better educated groups are offered programs which place more emphasis on social or cultural recreation than on physical recreation.

Administration.—A federal Commissioner of Work Projects and his Deputy Commissioner are at the head of the Work Projects Administration, subject to the general direction and supervision of the Federal Works Administrator. Five Assistant Commissioners and 9 field directors, one for each of the 9 regions into which the country is divided, are immediately responsible to the Commissioner of Work Projects. Directors of the Sections of Recreation Projects, Education and Training Projects, Production and Service Projects, and Research and Records Projects are immediately sub-

ordinate to an assistant Commissioner for the Division of Professional and Service Projects ("nonconstruction") and their relations with the regional and other officers and state administrators are determined by him. The director of the Section of Education and Training Projects is a member of the staff of the United States Office of Education, on loan full time to the Work Projects Administration. He is assisted by specialists, acting primarily as consultants, in several of the principal fields included in the program.

The office of each regional administrator has subordinate officials with functions corresponding to those of the heads of the divisions in the Washington office.

In each state there is a federal Work Projects administrator who has charge of the work relief program. He is assisted by a staff which includes a director of emergency education for the state, who is appointed jointly by the state administrator and the state department of education and is administratively responsible to the state administrator. The appointment of the state director, as of other administrative and supervisory educational personnel, is approved by the national director of the Section of Education and Training Projects. The educational personnel in the state is approved by the state department of education.

The details of the administration of the education program vary a great deal from state to state. The degree of cooperation between the state department of education and the Work Projects Administration ranges from almost complete identification of the emergency education program with the state education program, through a cooperative agreement, to almost complete separation of the responsibility of the two agencies concerned. The aim of the national director of education and training projects in the Work Projects Administration is to have the state director of these projects operate as an agent who, with respect to administrative matters, is responsible to the Work Projects administrator in the state and, with respect to educational supervision and educational practices, is responsible to the state department of education. The state director is expected to be in constant touch with the state department of education and to use its staff as it may be avail-

able. Most of the state directors of education and training projects are compensated by the Work Projects Administration, but in a few states they are members of the staff of the chief state school officer and are paid out of state funds.

Thus both the program and the administrative personnel of the emergency education projects in each state are approved by the state department of education, the Work Projects administrator for the state, the regional Work Projects administrator, and the national director of the Section of Education and Training Projects.

Usually the state director of the emergency education program is assisted by a number of supervisors appointed by the Work Projects administrator for the state and approved by the chief state school officer and the national director of the Section of Education and Training Projects. In a few states these supervisors are employees of the state department of education and give only a part of their time to the emergency education program. These supervisors are the links between the state director and the local teachers employed on the education program.

In every state except one the state department of education is the sponsor of the statewide emergency education program. The local superintendent of schools is the local sponsor.

Local supervisors of the program are sometimes taken from relief rolls, and the teachers are practically always from this source. The teachers are not required to have teaching certificates or to have had teaching experience, but in lieu thereof they must have had training or experience sufficient to qualify as teachers on the program. The teachers are appointed by the Work Projects administrator for the state, after approval by the local superintendent of schools and the appropriate state supervisor.

National, state, and local advisory committees, usually for specific aspects of the emergency education program, have been appointed in some states. The national director of the Division of Education and Training Projects has a general advisory committee.⁹

⁹ The members of this committee are: Ben Graham, *chairman*, Willard E. Givens, Sidney Hall, Edwin Lee, Floyd W. Reeves, George Stoddard, Edna White, Doxey Wilkerson, and George F. Zook.

The initial statement of an emergency education project is prepared by the project sponsor—any legally recognized public educational organization, but usually the state department of education—in cooperation with the director of emergency education. In the form of an application it is submitted for approval to the state Work Projects administrator and his technical advisers and to the national director of the Education and Training Projects Section. Approval by these officials is intended to assure that the projects are in accordance with federal regulations and to provide such technical advice as may improve the quality and effectiveness of the projects when established.

States are not required to present their plans for the fiscal year or to report currently, other than in brief statistical form, on the development of their programs.

Enrolments and employees.—In March 1938 a total of 1,416,307 persons were enrolled in classes in adult education, as follows: (a) general adult education, 353,503; (b) leisure-time and avocational classes, 315,282; (c) literacy classes, 278,440; (d) vocational classes, 202,891; (e) homemaking, 133,526; (f) public affairs classes, 56,754; (g) workers' education, 38,424; (h) correspondence courses, 30,502; and (i) "emergency colleges," 6,985. During the same months 44,190 young children were enrolled in about 1,500 nursery schools, and 903,912 persons were reported as attending meetings other than regular classes, such as forums, lectures, and special programs of all kinds.

During the same month 34,097 persons were employed on educational projects in the states. Of these, 95 percent were certified by relief agencies as in need of relief. Over 80 percent of the total were employed as teachers, about 5 percent were in supervisory positions, and the remaining 15 percent were principally maintenance and clerical workers.

These data are only for the Education and Training Projects Section; similar data for other sections are not available, except for the recreation projects, which employed over 32,000 persons in April 1938.

Library program.—The library program will serve as another example of the educational work carried on by the Work Projects Administration. This extensive activity has expanded from the original projects of taking inventories of book collections, putting shelves in order, and repairing books, to a comprehensive plan of promoting and rendering library service in all states. Besides the so-called individual projects, in which the service is confined to one library, the Work Projects Administration has in operation with federal funds statewide library projects.

The essential purpose of the statewide library service projects is to demonstrate accepted plans for the development of library service on a statewide basis, which resolves itself largely into a problem of reaching the unserved rural population of the state. The hope of the Work Projects Administration is that its demonstrations will stimulate the appropriation of local and state funds for permanent service.

The program worked out includes a comprehensive plan to organize libraries within the states; to operate traveling libraries, pack-horse libraries in inaccessible regions, and bookmobile services; to provide rural schools with libraries; to carry on library publicity; to prepare library manuals; to organize citizen groups; and to promote library service generally in areas without it. For the projects which meet the required conditions and are duly approved, Work Projects Administration funds provide the workers, books, supplies, and certain equipment such as bookmobiles.

The administration of the library program is under the general direction of the Assistant Commissioner of the Division of Professional and Service Projects, assisted by a library consultant, a trained librarian. In a state the complete organization is about as follows: a state technical director assisted by several district directors, each of these latter officials having control over a group of technical advisers who have definite fields of activity, thus forming a network of supervision over the field workers. Through this staff, contact is maintained with the state sponsors of the projects and with the established local agencies for library service.

According to the most recent reports, there are more than 30,000 library workers on these 35 statewide library projects, and they are supervised by a staff of 88 fully trained librarians and at least 50 persons who have had some library training. At least 75 bookmobiles, begun and subsidized by Work Projects Administration funds, and in addition at least an equal number that have been stimulated and partly supported by funds from the same source, are in operation.

NATIONAL YOUTH ADMINISTRATION

The program of the National Youth Administration has been directed specifically to assisting the group of young people who have not been absorbed into employment and who have not been able to continue their education because of their parents' economic difficulties. It provides help for a large group similar to the one for which the Civilian Conservation Corps was established, but it assists also another and larger group whose principal immediate purpose is to attend schools and colleges.

Legislation.—The National Youth Administration was established by the President by Executive order, June 26, 1935.¹⁰ Its purpose was to initiate and administer a program of approved projects which should provide relief, work relief, and employment for persons between the ages of sixteen and twenty-five years who were no longer in regular full-time attendance at a school and who were not regularly engaged in remunerative employment.

Originally the National Youth Administration was set up under the Works Progress Administration, but the two agencies were administratively separate. Separation from the Works Progress Administration was effected in December 1938. Legislation recently enacted has made the separation statutory and extended the National Youth Administration until June 30, 1940.¹¹ By the terms of the President's reorganization plan transmitted to Con-

¹⁰ No. 7086.

¹¹ H. J. Res. 326, 76th Cong.

gress April 25, 1939, the National Youth Administration was placed under the Federal Security Agency on July 1, 1939.

In accordance with its major objectives, the National Youth Administration carries on a student aid program, a work projects program, and a guidance and placement program.

Student aid.—The student aid program provides part-time employment for needy students sixteen to twenty-four years of age to enable them to continue their education. Three groups receive aid: (1) pupils in elementary and high schools; (2) undergraduate students in college; and (3) graduate students. Aid may not be given to youth to displace workers paid from other funds.

In order to qualify for student aid, an applicant must present satisfactory evidence that he could not enter or remain in school without employment in the student aid program, that he is a citizen of the United States or has filed declaration of intention to become a citizen, and that he is of good character and possesses such ability as to give assurance of doing good work in school. Only pupils and students who carry at least three-fourths of the normal load in school are eligible for aid.

The maximum amount that any elementary- or high-school pupil may earn in a month is \$6; a college student, \$20; a graduate student, \$40. College students may not receive more than an average of \$15 a month and graduate students are restricted to an average of \$30 a month. The hourly wage rates for the various forms of aid vary, since they are based on the rates prevailing in the respective institutions or localities for the same type of work. The maximum hours of work for a pupil in elementary or high school is 20 per week and for college and graduate students 30 per week, except that during vacation periods within the academic year it may be 40 per week for college and graduate students.

The National Youth Administration stipulates that the work to which pupils and students are assigned shall be practical and useful and that emphasis shall be placed on work which is in keeping with the abilities and major interests of the youth receiving the aid. The work to be performed must be classified and

described under the following twelve categories: clerical, construction, departmental service, library work, duplication, grounds and building maintenance, research and surveys, home economics, art, laboratory assistance, recreation, and miscellaneous.

Institutions, to be eligible to participate in the student aid programs, must be tax-exempt, nonprofit making, and bona fide educational institutions. Both public and private institutions, including parochial schools, may participate. Quotas are assigned to schools and colleges, depending on their enrolments on October 1, 1936. Negro students who cannot be assisted under an institution's quota for aid to college and graduate students may apply, through the institution they wish to attend, for assistance from a special Negro Graduate Aid Fund which has been set up on a national basis.

Work projects.—The work projects program is designed for young men and women eighteen to twenty-four years of age. It provides part-time employment on work projects of youth from relief families and is intended to give young people work experience as well as to benefit the communities in which they live. Preference in employment is given to youth whose relief need has been certified by public relief agencies. The intention is that at least 90 percent of all workers on a youth project shall be youth having relief status; the remaining 10 percent, whether supervisors or regular employees, may be youth and adults of non-relief status. Enrollees are required to maintain active registration with public employment offices designated by the Employment Service, operated under the Social Security Board, and they are encouraged to accept employment in private industry.

Except for supervisory and administrative employees, the working hours of youth on work projects may not exceed 8 per day, 40 per week, and 70 per month. Without special authorization no relief youth employees may earn more than \$25 a month.

Most of the work projects are sponsored by some public or nonprofit making agency in cooperation with the Youth Administration, the sponsors making various types of contributions, such as supervision, services, funds, equipment, and materials.

The construction work includes highway, public building, recreational facilities, and conservation projects. In the nonconstruction group are nursery schools, clerical and stenographic work, school lunches, library service, sewing, museum work, and many other types of work.

In general the youth on Youth Administration work projects live with their families, although an increasing number of resident projects are being established. The majority of them are located at land-grant colleges, teachers' colleges, vocational schools, experiment stations, conservation areas, and hospitals. These resident projects provide work experience and related instruction in agriculture, shop work, construction, and homemaking. The young people live on the site of the project for periods varying from three to six months and earn wages by performing work. Monthly earnings are slightly higher on resident projects than on others in the same state.

A portion of each youth's wages is used to pay for his subsistence, and the balance is available to him for his own use. At most resident projects the young people provide their subsistence through a cooperative arrangement under which a given amount is pooled each month. In some instances where resident projects are operated in cooperation with educational institutions, the youth pay the institution for their subsistence. Subsistence costs vary from project to project, depending on the arrangement the youth make for themselves.

Related instruction is provided in classes in which subjects are taught having a definite bearing on the work the youth are performing. For example, a boy working on a conservation project might learn blueprint reading, or a girl on a clerical project might learn business English. The related training classes are most frequently conducted by the educational institutions sponsoring the projects, often as a part of their regular work. Others are conducted by National Youth Administration instructors and teachers employed on Work Projects Administration education projects.

The National Youth Administration has not outlined a definite policy for the education of work projects youth. Such education

is left to local requirements, facilities, and initiative. Where provision has been made for the continued education of these youth, it consists principally of: special courses at trade schools, courses in opportunity schools, class work under the auspices of state departments of education, emergency education classes under the Work Projects Administration, and general and vocational instruction in schools, colleges, and universities. Some vocational instruction is given by the foremen on the projects.

Guidance and placement.—A vocational guidance and occupational service is carried on as a part of the work projects program. In each state there are specialists in vocational guidance who promote this work in connection with the projects. The Youth Administrations in a number of states have also produced occupational and industrial studies which have been distributed to youth. An industrial study seeks, in simple terms, to give a picture of the industry, its growth or decline, its national distribution, the skills required, and the conditions of work. A total of forty-six studies of industries and forty-two studies of occupations have been issued, and more than 400,000 copies have been distributed.

The National Youth Administration and the Employment Service under the Social Security Board cooperate in conducting a junior placement program, which is referred to in the description of employment service.

Other programs.—At one time or another the National Youth Administration has taken over the financing and, to some extent, the administration of several programs other than those already mentioned. The apprentice training program, under the Federal Committee on Apprentice Training, has been transferred to the Department of Labor. A program of educational camps for unemployed women, established in the summer of 1934 under the direction of the Division of Education Projects of the Federal Emergency Relief Administration, and transferred to the National Youth Administration in July 1936, was discontinued in October 1937.

Administration.—The National Youth Administration has its

own federal, state, and local administrative organization, which determines policies and procedures in the execution of its program.

The central office consists of: an administrator; a deputy administrator; an executive committee of six members from various federal agencies; a national advisory committee of thirty-one members who represent labor, business, agriculture, youth, and education; and a staff of approximately 120 employees.

The country has been divided into five regions, and for each there has been appointed a regional representative. These officials serve as liaison and contact men for the central office with the states. They have no authority to employ or discharge personnel. Each of them maintains an office in the field.

Youth Administrations have been established in every state, the District of Columbia, and New York City. The program for each of these areas is administered by an administrator and his staff. Each administrator has appointed an advisory committee to advise him as to the most desirable type of youth program for the area and to promote interest in it. The state, District of Columbia, or New York City administrator sets up the machinery for the administration of the program in his area and, with the approval of the national office, appoints his area and district personnel. With some few exceptions, he gives final approval to all Youth Administration projects in the area. Assisting him are various division heads or supervisors, one for each main division of the program. For example, usually there is a head for the division of work projects and one for the division of guidance and placement. The Youth Administration in a state has no formal and official relationship to the state department of education, except as that department may sponsor a project or activity carried on by the Youth Administration.

Every state is divided into districts, each usually consisting of several counties, and for each district there is a supervisor responsible to the state administrator. The project supervisors are responsible to the district supervisor. The major part of the administration of the student aid program is in the hands of the

state and college officials, the institution in each case being responsible for the assignment of students to suitable work and for the supervision of the work that is done.

Advisory committees, organized on a county and community basis, constitute a part of the administrative organization in localities. They assist the local officials of the National Youth Administration by sponsoring projects, obtaining contributions, and in other ways promoting the program.

The National Youth Administration has cooperated with other federal, state, and local governmental agencies and with numerous nongovernmental agencies.

TABLE 8. NUMBER OF PERSONS ASSISTED IN THE STUDENT AID AND THE WORK PROJECTS PROGRAMS OF THE NATIONAL YOUTH ADMINISTRATION, MAY 1938 AND MARCH 1939.

<i>Program and group of persons</i>	<i>Number assisted</i>	
	<i>May</i> <i>1938</i>	<i>March</i> <i>1939</i>
<i>Student aid:</i>		
Elementary- and secondary-school pupils.....	225,554	266,419
Undergraduate college students.....	98,563	109,423
Graduate students	2,527	2,850
Total	326,644	378,692
<i>Work projects:</i>		
Men	99,738	134,559
Women	79,536	100,916
Total	179,274	235,475
Grand total	505,918	614,167

Scope.—The student aid program during the school year 1938-39 was extended in 27,549 institutions—25,898 schools of less than college grade and 1,651 colleges and universities. In March 1939 it assisted 378,692 youth (see Table 8). The average monthly earnings were: \$4.15 for school pupils; \$11.74 for undergraduate college students; and \$18.41 for graduate students.

During the same month the work projects employed 235,475 youth, approximately 96 percent of whom had been certified as

in need of relief. Somewhat more than 500 resident camps, with a total enrolment of 26,243, were in operation in 44 states.

During the fiscal year 1938 a total of \$51,156,505 was expended for the programs conducted by the National Youth Administration: \$18,667,690 for student aid and \$32,488,815 for work projects. The expenditures for these two programs from the beginning of the National Youth Administration through March 1939 totaled \$224,161,126, of which amount \$206,203,836 was from federal funds (see Table 9).

TABLE 9. EXPENDITURES BY THE NATIONAL YOUTH ADMINISTRATION FOR STUDENT AID AND WORK PROJECTS FROM THE ESTABLISHMENT OF THE PROGRAMS THROUGH MARCH 1939.

<i>Purpose and source</i>	<i>Expenditures</i>
Student aid, federal funds.....	\$ 84,485,103
Work projects:	
Federal funds	\$121,718,733
Sponsors' funds	17,957,290
	<hr/>
Total	\$224,161,126

PUBLIC WORKS ADMINISTRATION

During the period following the World War there was great need for the construction of new school buildings, and the states and local communities made large outlays for this purpose. When the depression came, the funds available for capital outlays were drastically reduced, and by 1933 there were indications that the construction of school facilities would soon be discontinued entirely. A revival of school construction was brought about by means of grants and loans made by the federal government through the Public Works Administration.

Legislation.—The Public Works Administration was established by the President in 1933 under authority of title II of the National Industrial Recovery Act.¹² Its chief aim was to reduce

¹² 48 Stat. L. 195. Prior to July 1, 1939, the official name of the agency was the Federal Emergency Administration of Public Works.

unemployment and restore purchasing power through the construction of public works. Subsequent legislation from time to time has continued this agency to June 30, 1941. Funds have been provided for it both by congressional appropriation and by sales of securities acquired by it. The Public Works Administration was an independent office until July 1, 1939, when it was included in the Federal Works Agency.

The Public Works Administration has not itself carried on construction work, except from 1933 to 1937 it was engaged in a program of low-cost housing and slum-clearance projects. It had two functions: (1) to make loans and grants to public bodies and (under the National Industrial Recovery Act) loans only to private corporations; and (2) to make allotments to the various departments and independent establishments of the government for federal projects. Thus it dealt with federal and nonfederal construction projects.

Nature of grants and loans for educational buildings.—For some years prior to January 1, 1939, it was possible for a school or school system to receive a grant of money from the Public Works Administration equal to 45 percent (at first 30 percent) of the cost of the building to be constructed. The school or school system was required to obtain the remainder of the cost of construction from some other source, or it could borrow some or all of the remainder, 55 percent (at first 70 percent), from the Public Works Administration, this agency purchasing the bonds issued by the school or school system.¹⁸ The rate of interest on the bonds was 4 percent. Among the other general requirements which schools and school systems had to meet in order to obtain grants were that the project must be: (1) socially desirable; (2) legal under state legislation; and (3) approved by the Public Works Administration.

Administration.—The work of the Public Works Administration is carried on by a central office in Washington, seven regional and two subregional offices in the continental United States, and

¹⁸ The bonds were placed with the Reconstruction Finance Corporation, which had authority to sell them through the open market.

representatives in Hawaii, Puerto Rico, and the Virgin Islands. Each regional office has a director and a number of appropriate divisions. No state offices are maintained.

A school or a school system desiring a grant or a loan made application to the regional office, which made the necessary investigations: (1) to determine whether the applicant was a public body duly representing the people and whether the project could be constructed in compliance with local, state, and federal law; (2) to see if the project was financially sound and whether the school or school system was in a position adequately to provide its share of construction costs; and (3) to determine whether the project was feasible from the point of view of engineering. The regional office reported to the Washington office, which had authority of final approval.

After the grant was made, the project sponsor (the school or school system) had the building constructed by contract. The Public Works Administration supervised the construction to assure that it was properly carried out by the contractor, but exercised no control over the building after construction was completed.

Funds for educational buildings.—As of December 31, 1938, funds amounting to \$2,337,354,534, including grants and loans, had been allotted for 16,709 nonfederal projects. The allotments for educational buildings and libraries (7,290 projects) amounted to \$573,337,610, or almost one-fourth of the total allotted for all nonfederal projects (see Table 10). The allotments for this construction were larger than those for any other one purpose.

The Public Works Administration has not been authorized to receive applications for grants and loans since September 30, 1938, but it had authority to make allotments for any projects applied for before that date which in the determination of the administrator could be begun not later than January 1, 1939.

RECONSTRUCTION FINANCE CORPORATION

Most of the federal loans to schools and school systems have been handled by the Public Works Administration, but a small

number have been made by the Reconstruction Finance Corporation.

Establishment and function.—The Reconstruction Finance Corporation was created in January 1932 by an Act "to provide emergency financing facilities for financial institutions, to aid in financing agriculture, commerce, and industry, and for other purposes."¹⁴ By subsequent legislation the powers of the Corporation have been increased and the scope of its operations extended. It operates through a central office in Washington and loan agencies and representatives in various cities throughout the

TABLE 10. ALLOTMENTS OF FEDERAL FUNDS MADE BY THE PUBLIC WORKS ADMINISTRATION FOR THE CONSTRUCTION OF EDUCATIONAL BUILDINGS AND LIBRARIES, SEPTEMBER 1933 TO DECEMBER 31, 1938.

Type of building	Num- ber of proj- ects	Allotments		
		Loan	Grant	Total
Secondary schools....	6,456	\$62,971,754	\$386,666,291	\$449,638,045
Colleges and universities	663	30,574,829	80,562,609	111,137,438
Other educational institutions	65	188,000	7,307,961	7,495,961
Public libraries	106	181,800	4,884,366	5,066,166
Total	7,290	\$93,916,383	\$479,421,227	\$573,337,610

United States. The Reconstruction Finance Corporation was an independent agency until July 1, 1939, when it was placed in the Federal Loan Agency.

The Corporation has made three types of loans which are directly related to education.

Self-liquidating loans, 1932-33.—Under the Emergency Relief and Construction Act of 1932¹⁵ the Reconstruction Finance Corporation was authorized to make self-liquidating loans (loans re-

¹⁴ 47 Stat. L. 5.

¹⁵ 47 Stat. L. 709.

paid out of earnings of the projects) to public projects constructed by state and municipal authorities. This authority lapsed on June 26, 1933. A total of 10 loans were made, the aggregate amount being \$1,391,933. They were used for 6 dormitories, 2 stadiums, 1 gymnasium, and 1 cannery.

Loans to public agencies.—To aid in financing projects authorized under federal, state, or municipal law, the Reconstruction Finance Corporation is authorized to make loans to, or contracts with: (1) states, municipalities, and political divisions of states; (2) public agencies and instrumentalities of one or more states, municipalities, and political divisions of states; and (3) public corporations, boards, and commissions. Such loans or contracts are made through the purchase of securities issued by the agencies and instrumentalities receiving the loans. Some of them are wholly or partly self-liquidating. For many, an appropriate state board or other agency issues a general authority bond which is paid off from such revenues as are obtainable from the projects, the deficiency being made up from other sources.

Under this provision, and as of June 30, 1939, 76 loans aggregating \$109,760,136 were active, that is, they had been authorized by the Corporation and had not been cancelled. Of these loans, 15, aggregating \$3,642,900, were authorized for schools, colleges, and universities, mostly to construct schools and dormitories.

Loans to public school authorities.—By an Act approved June 19, 1934,¹⁶ the Reconstruction Finance Corporation was authorized to make loans at any time prior to January 31, 1935, to public school districts or to other similar public school authorities for the purpose of payment of teachers' salaries due prior to June 1, 1934. This provision was made primarily to care for the situation in Chicago where public school teachers went without pay from November 15, 1933, to May 31, 1934. Under the provision of the Act a loan of \$22,300,000 was made to the Chicago Board of Education in August 1934.

¹⁶ 48 Stat. L. 1105.

An Act approved August 24, 1935,¹⁷ authorized the Reconstruction Finance Corporation to make loans in an aggregate amount not exceeding \$10,000,000 to, or for the benefit of, tax-supported public school districts or other similar public school authorities, for the purpose of enabling them to refinance their outstanding indebtedness. The aggregate amount available is allocated equitably among the several states, territories, and the District of Columbia on the basis of demonstrated need. Two types of loans may be made: (1) refinancing loans, for the purpose of enabling the school district or school authority to reduce and re-finance outstanding indebtedness on obligations incurred prior to August 24, 1935, for the purpose of financing the construction, operation, and maintenance of public school facilities; and (2) rehabilitation loans made to applicants to whom refinancing loans have been authorized, to make such repairs, extensions, or improvements to the public school facilities on account of which the refinancing loans were made as are necessary or desirable for the further assurance of the ability of the applicants to repay the refinancing loans.

The loans are made only to school districts or school authorities whose bonds are in default or where it is anticipated that default will occur due to failure to collect assessments. Under the law, no loan can be made unless a substantial reduction is made of the principal of the outstanding indebtedness and obligations. The Reconstruction Finance Corporation has defined this substantial reduction to mean a reduction of 25 percent or more, depending on circumstances.

The loans authorized prior to February 2, 1939, for refinancing indebtedness of school districts amounted to \$2,086,800. Of this amount \$1,067,300 was cancelled and \$150,000 was disbursed.

BIBLIOGRAPHICAL NOTE¹⁸

The materials for this chapter have been obtained from a large number of published sources and from persons connected with government

¹⁷ 49 Stat. L. 796.

¹⁸ The numbers in parentheses refer to the numbers of the titles in the Bibliography.

agencies. Two works—the United States Government Manual (21) and the study by Bitterman (56)—provided a considerable amount of general information on the various emergency agencies. The other sources relate to particular aspects of the emergency relief program.

The principal published sources of the material in the section on the Civilian Conservation Corps are two official reports by the Director of the Corps (11) and (14), a special number of the *Phi Delta Kappan* (61), the handbook by Hoyt (62), the hearings on the bill to make the Civilian Conservation Corps a permanent agency (37), and a description of the education program recently published in *School Life* (13). Some information was obtained from Kenneth Holland, who is in charge of the study of the Civilian Conservation Corps now being made by the American Youth Commission. Officials who supplied additional information are Granville E. Dickey, Chief Statistician, and Harold Stanley, Assistant Chief Statistician, Civilian Conservation Corps; Howard W. Oxley, Director of Civilian Conservation Corps Camp Education; and Silas M. Ransopher, Assistant Director of Civilian Conservation Corps Camp Education. Mr. Dickey and Mr. Oxley read the draft from which the final copy was prepared.

The information for the section on the Work Projects Administration was obtained from the most recent annual report by that agency (54), hearings on making appropriation for work relief and relief for the fiscal year 1940 (34), a monograph by Carothers (10), and a study by Campbell, Bair, and Harvey (9). Additional information on the library projects was found in an article by Chapman (58) and a study by Joeckel (18). Lewis R. Alderman, Director of the Education and Training Projects Section, Work Projects Administration, supplied some information and read the draft from which the final copy was prepared. Edward A. Chapman, Library Consultant, Work Projects Administration, read a draft of the statement on the library projects and suggested several corrections, which were made.

The principal published sources used in the preparation of the section on the National Youth Administration are a study by Johnson and Harvey (19), a report from the National Youth Administration (52), a report issued by the Works Progress Administration (54), and hearings on making appropriation for work relief and relief for the fiscal year 1940 (34). Information was also obtained from George Sanford Holmes, Director of Information and Publications, National Youth Administration, who read the draft from which the final copy was prepared.

The three principal sources of the information for the section on the Public Works Administration are a popular bulletin giving the story of

this office (17), hearings on the independent offices appropriation bill for 1940 (32), and a pamphlet giving the terms and conditions of grants and loans (16). A draft of the section from which the final copy was prepared was read by C. Russell Shetterly, Counsel, Public Works Administration, who suggested several corrections, which were made.

The information for the section on the Reconstruction Finance Corporation was taken largely from three circulars (24), (25), and (26), a quarterly report (27), and a seven-year report (28) issued by that agency. Additional information was supplied by W. L. Drager, Chief, Engineering Section, Self-Liquidating Division, and Frank J. Keenan, Chief, Drainage, Levee, and Irrigation Division and Refinancing Loans to School Districts, Reconstruction Finance Corporation.

VII.

THE UNITED STATES OFFICE OF EDUCATION

A NUMBER of departments and independent offices of the federal government have taken on educational functions, and this development has been especially marked since 1933 in connection with the emergency programs. The one federal agency, however, which has been established as the center for information on the progress of education throughout the United States is the Office of Education. In addition to serving as a source of information on education, it performs numerous other functions, some of which have been referred to elsewhere in this study.

HISTORY

The United States Office of Education was created by Congress in 1867 as a "Department of Education" under a Commissioner. By a provision in an appropriation act for the fiscal year 1869, the Department of Education ceased on June 30, 1869, and there was established an "Office of Education" in the Department of the Interior, the chief officer being the Commissioner of Education. In 1870 this agency was named the "Bureau of Education," and it was known as such until 1929 when the title "Office of Education" was restored.

In 1917 Congress established as an independent agency the Federal Board for Vocational Education, whose functions were to administer the Smith-Hughes Act and to make studies and reports to aid in the organization and conduct of vocational education. Similar functions with respect to vocational rehabilitation of the physically disabled were lodged in the Board in 1920. From 1918 to 1921 the Board administered also the program of vocational rehabilitation of disabled soldiers, sailors, and marines.

By Executive order in 1933, the functions of the Federal Board for Vocational Education were transferred to the Department of the Interior, and the Board was made an advisory body. In the same year the Secretary of the Interior assigned to the Office of Education the federal administration of the vocational education and the vocational rehabilitation functions.

In the reorganization of government agencies on July 1, 1939, two changes affected the Office of Education. On that date the Office and its functions and personnel were transferred from the Department of the Interior to the Federal Security Agency. On the same day the functions of the Radio Division and the United States Film Service of the National Emergency Council, both supported from emergency relief funds, were transferred to the Federal Security Agency, and the administration of these functions, which is under the direction and supervision of the Federal Security Administrator, was placed in the Office of Education.

ORGANIZATION AND FINANCIAL SUPPORT

The head of the Office of Education is the Commissioner of Education. The Office has one Assistant Commissioner of Education and one Assistant Commissioner for Vocational Education. Under the former are eight divisions: higher education, American school systems, comparative education, special problems, statistical, library, library service, and editorial. Under the Assistant Commissioner for Vocational Education there are two divisions. The Vocational Education Division includes six services: agricultural education, trade and industrial education, home economics education, business education, occupational information and guidance, and research and statistics; and the Vocational Rehabilitation Division includes vocational rehabilitation in the states, territories, and outlying possessions, vocational rehabilitation for the District of Columbia, and the service for the blind. The Civilian Conservation Corps camp education office is organized under a director and an assistant director.

The appropriations for the Office for the fiscal year 1939 were:

(1) salaries and general expenses, \$292,300; (2) library service and library research, \$25,000; (3) printing, \$52,000; (4) administration of, and studies in, vocational education, \$425,000; and (5) administration of, and studies in, vocational rehabilitation of the physically disabled, \$104,650.

At present 236 positions are provided in the Office on permanent status, 99 of which are in the Office of Education exclusive of the Vocational Education and the Vocational Rehabilitation Divisions, and 137 are in the last two named divisions. About half of each of these two groups are of professional grade. An additional 25 positions are provided for supervisory work in the forum and radio projects supported from emergency relief funds. These figures do not include the positions in the services transferred to the Office on July 1, 1939.

REGULAR ACTIVITIES OF THE OFFICE

The original purpose of the Office of Education was to collect and disseminate information on education and "otherwise promote the cause of education throughout the country." At first the Office was essentially a research agency, but from time to time numerous additional responsibilities have been placed on it. The present regular activities may be grouped under seven heads.

Research and investigation.—The research work of the Office includes studies of problems made by members of its staff alone and studies made in cooperation with states, universities, local school systems, and other agencies. These investigations, which deal with practically all phases of the educational program in the United States, include questionnaire and field studies; documentary studies of legal and historical problems; and experimental, analytical, and statistical projects.

Since 1911 the Office, in many instances with the assistance of outside experts, has engaged in surveys of state and local school systems, institutions of higher education, and programs of vocational education and vocational rehabilitation of the physically disabled. The policy of the Office is to undertake a limited

number of surveys of this type in such typical situations that the techniques and findings will be of general interest and applicability.

The Office has also conducted five extensive nationwide surveys: (1) land-grant colleges and universities, 1927-30; (2) Negro colleges and universities, 1927-28; (3) secondary education, 1929-32; (4) education of teachers, 1930-33; and (5) school finance, 1931-32, which was not completed because Congress made no appropriation for it after the first year. Other nationwide surveys had been planned, but owing to the depression they were not made.

Statistical reporting.—One of the principal functions of the Office is statistical reporting on education. In performing this function the Office is handicapped because it has no authority to require statistical reports from school systems and institutions, except of certain systems and institutions which receive federal grants of money (land-grant colleges, Howard University, and state boards for vocational education). Another handicap of the Office in collecting statistics on education is that the records kept in various states do not always provide comparable data. During the past few years the Office has been engaged in a cooperative study with state departments of education to secure uniformity in recording and reporting educational statistics, continuing the work begun in 1909 to develop a better basis for nationwide statistics.

The statistical reports are of several types. Annual reports are prepared on the land-grant colleges, vocational education and vocational rehabilitation of the physically disabled, receipts and expenditures in colleges and universities, and per capita costs in city schools. Reports on state school systems, city school systems, and higher education are issued biennially, and reports are issued quadrennially or less frequently on: (1) public high schools, (2) private elementary and secondary schools, (3) private commercial schools, (4) libraries, (5) subject enrolments in high schools, (6) education of exceptional children, and (7) Negro education. From time to time special statistical studies are also made. The *Biennial Survey of Education*, issued by the Office in alternate

years since 1918, is the only source of general nationwide school statistics. It includes an educational summary and statements of trends.

The reports based on statistics supplied by the state departments of education are complete, but those based on statistics collected by the Office direct from city school systems, schools, and institutions contain data from only 93 to 96 percent of the systems and institutions. Some statistics of private schools and institutions are available only as estimates.

Administration of federal grants-in-aid.—The Office administers grants-in-aid to education in the states, territories, and outlying possessions. These grants include the appropriations for the land-grant colleges and for federal cooperation in vocational education and vocational rehabilitation of the physically disabled. For the year 1938-39 the total of these appropriations was \$26,562,068.

Service to other federal agencies.—The Office renders direct services to other government agencies in relation to educational activities, among which in recent years have been: (1) Library of Congress, cataloguing all educational publications and assigning classification numbers; (2) Government Printing Office, preparing the printed list of educational publications of the Government Printing Office; (3) Public Works Administration, making studies of school building needs, making recommendations relative to construction of school buildings, and advising on applications for allotments for rural school buildings; (4) Work Projects Administration, reviewing and making recommendations on applications for educational projects submitted for grants; (5) Federal Communications Commission, assisting in the organization of the Federal Radio Education Committee, of which the Commissioner of Education is chairman; (6) Federal Bureau of Investigation of the Department of Justice, assisting in organizing and conducting training of groups of men selected from state and local police departments; and (7) Navy Department, cooperating in setting up an in-service training program for the Department's civilian employees.

Library activities.—Through its recently established Library Service Division, the Office has undertaken to make studies and reports on public, school, and college libraries; to foster cooperation among libraries and between public libraries and schools; to further library participation in the adult education movement; and to carry on a number of other library activities, including the promotion of library development generally. A program of research has been begun to obtain exact data on the cost of administering public library service and to study practices of public libraries and progress in the extension of library service. Both school libraries and public libraries come within the scope of the advisory service which the Office renders.

Not the least of the services of the Office is that provided by the reference and inter-library loan services of the library. The collection of approximately 230,000 volumes on education is one of the most extensive on this subject in the world. During the fiscal year 1938 a total of 15,266 readers used the library. The library, in cooperation with specialists in the various fields of education, prepares bibliographical materials for a series of Good References on a large number of educational subjects.

Miscellaneous activities.—Through certain other regular activities the Office provides educational service to the public. Staff members officially participate in educational meetings—more than one hundred during the fiscal year 1938—and many serve on policy forming committees outside the Office. Members of the staff prepare articles in addition to those written for its own journal—about thirty in 1938—which are published in educational journals. Through correspondence and visits in the field, advisory service is rendered to schools and school systems. The Office is called upon by colleges and universities for assistance in evaluating credentials presented by prospective foreign students desiring to enter educational institutions in the United States.

Every year the Office brings many educational leaders together in conferences. Among the conferences held during the fiscal year 1938 were those on (1) educational problems of residential schools for handicapped children; (2) organization for clinical

adjustment of behavior problems of school children; (3) problems of elementary education; and (4) school building problems. Regional conferences are frequently held by the Vocational Education and the Vocational Rehabilitation Divisions of the Office.

The Federal Radio Education Committee was established by the Federal Communications Commission to find ways of developing cooperation between broadcasters and educators. Commercial broadcasting companies, through the National Association of Broadcasters, and several philanthropic foundations have contributed funds for its work. Two research programs financed from these sources and sponsored by the Committee have been under way for some time, one at Princeton University and one at Ohio State University. More recently another study has been inaugurated by the American Association for Adult Education. Preliminary work has also been begun on a group of studies to be carried on in the Office of Education, and arrangements have been made to coordinate all the research work of the Committee.

Members of the staff visit foreign countries to study their school systems, and representatives of the Office attend international conferences. Educational documents are regularly exchanged with other countries. The diplomatic offices both assist and request assistance from the Office.

Publications.—A large part of the influence of the Office is exerted through its publications, which include bulletins, pamphlets, leaflets, circulars, and *School Life*. During the fiscal year 1938 a total of 83 publications were issued, 58 of them bulletins (usually 32 pages or more). Approximately 782,000 documents of the Office were distributed during the same year.

School Life, official monthly (ten issues a year) journal of the Office of Education, makes available concise reports on current and original research conducted by the Office. It also publishes reports on conferences of national scope; presents news on outstanding federal, state, and local educational activities; announces availability of new government publications of interest in educational fields; and presents other educational information. Paid and free subscriptions total about 13,000 and 2,000, respectively.

PROJECTS FINANCED FROM EMERGENCY RELIEF FUNDS

Since 1934 federal emergency relief funds have been allotted to the Office of Education to conduct certain educational investigations and to carry on several demonstration projects with the use of unemployed persons. Four studies have been made: (1) occupational problems of the deaf and hard of hearing; (2) organization of local school units in ten states; (3) research in universities, 40 studies; and (4) vocational education and guidance of Negroes. Two demonstrations, one on school-managed forums and the other on educational radio programs, are still being carried on. On July 1, 1939, the functions of two divisions of the National Emergency Council were added to the work of the Office. The relation of the Office to the Civilian Conservation Corps is described elsewhere.

Forum project.—The Federal Forum Project has been in operation since February 1936. Its purpose is to demonstrate practical ways of conducting forums on public affairs to increase political and economic understanding throughout the nation. A forum counselling service was begun in 1937 to make available to civic organizations and school districts the experience accumulated in the demonstrations.

The heart of the program has been the management of demonstration adult forums, operated under expert leadership for periods varying in length from five weeks to ten months, though they usually run from eighteen to twenty weeks. Some forum programs have been citywide, others countywide, and a few have served entire states.

Meetings are conducted as forums, with encouragement of participation on the part of the audience. They are supplemented by small neighborhood discussion groups, by cooperation with public libraries, and by radio broadcasts. The most frequently discussed subjects are educational and economic questions.

The project is administered by the Commissioner of Education and a professional staff. The Office of Education allocates funds to

local communities, and acts as a promotional agency and clearing-house of information. Cooperative relationships are maintained with the American Association for Adult Education and the American Library Association in the publication and distribution of printed material.

All activities of the project in the field are directly under the supervision of local agencies of public education. In most instances demonstrations are directed by superintendents of schools. In two cases state departments of public instruction, and in one instance a university extension division of the state university, have administered the local program. In every case the program has been supervised by the local superintendent of schools aided by a local citizens' advisory committee. The selection of forum leaders, the employment of relief workers, the determination of discussion subjects, and decisions concerning the general program and policies are in the hands of the local authorities.

As of February 28, 1939, approximately 250 certified relief workers and 15 forum leaders were employed in 34 local forum projects located in 25 states. Since February 1936 some 250 different persons have served as forum leaders in the employ of local superintendents of schools. Slightly more than \$1,000,000 has been allotted to communities throughout the country in the conduct of these programs.

During the period since February 1936, nine bulletins and numerous magazine articles have been prepared, based on the detailed reports of demonstration forum programs, state conferences, and personal field counseling by members of the project staff of the Office of Education. In 1939 the members of the project staff cooperated with state departments of education in 36 states in the planning and leading of state forum conferences to explore the resources, interests, and objectives involved in developing adult civic education through forums.

Radio project.—The radio project was established in December 1935. Its twofold objective is: (1) to provide employment for persons with radio and script-writing talent who are on relief, and (2) to discover ways in which radio can be used to pro-

mote education, both for organized instruction and for general enlightenment. The project uses radio facilities offered free to the Office of Education by commercial radio corporations for public service programs.

The project is attempting to demonstrate that an educational agency can create and present radio programs of an informative and educational character which rival in quality the best commercial broadcasts. In promoting education by radio the project does two things: it engages in network or exchange broadcasting, and it gives aid and counsel to schools, colleges, and local radio stations.

Series of half-hour programs are produced in cooperation with broadcasting networks and national organizations. During the current year (1938-39) three such series have been broadcast. "Wings for the Martins" is a program about modern thought and practice in education, particularly as reflected in family life. "Americans All—Immigrants All" dramatizes the contributions of many races and nationalities to the growth of the United States. "The World Is Yours" deals with the advances of science as evidenced in the research and exhibits of the Smithsonian Institution.

The Educational Radio Script Exchange of the radio project, organized in 1936 to serve as a clearinghouse for radio scripts and production suggestions, offers scripts free of charge to high schools, college groups, workshops, and other local radio groups producing their own programs. The federal project has also developed the use of supplementary visual aids designed to help listeners to understand the programs better, and it has distributed many copies of this material. The local development of radio has also been promoted by the allocation of emergency relief funds to school and college radio centers. The Office of Education has helped to establish a short-term radio workshop at New York University for educators interested in obtaining radio experience.

The radio project is carried on under the Commissioner of Education, and is in immediate charge of a director. It includes a script division for writing programs, a production division (now

centered in New York City), an audience preparation division, and a business division.

The National Broadcasting Company and the Columbia Broadcasting System and their affiliates cooperate with the Office of Education and contribute funds for the project. Funds have also been advanced by the Federal Radio Education Committee for the development of the Script Exchange, by the Rockefeller Foundation for scripts on local government, by the Smithsonian Institution for expenses incurred in preparing a series of scripts, by New York University for the radio workshop, and by the Committee on Scientific Aids to Education for recordings. A number of private educational organizations, such as the Service Bureau for Intercultural Education and the National Congress of Parents and Teachers, have cooperated extensively in the production of certain series of programs.

Something of the scope of the program is indicated by statements made in describing its nature and administration. The total number of employees on the project in April 1939 was 383, 16 of whom were supervisors. Of this number 103 worked in the field—in colleges and universities. For the fiscal year 1939 the federal government contributed \$295,000. The combined "fan mail" on the three current series since July 1, 1938, is approximately 257,000 letters and postcards.

United States Film Service.—The United States Film Service was established in 1938 as a division of the National Emergency Council, to effect net economies in government film work and to bring new standards of excellence to departmental films. The nucleus was the unit in the Farm Security Administration which had produced two films—"The Plow that Broke the Plains" and "The River."

The Film Service has three principal functions. It acts as a production agency for government establishments which have funds available for producing motion pictures but do not have the equipment or personnel with which to produce them. It provides consultation facilities for private business, trade associations, and commercial producers. The Film Service distributes govern-

ment films to theatrical agencies, schools, colleges, adult education groups, and other organized groups. To facilitate distribution, particularly among schools and educational groups, it has compiled and maintains the *Directory of United States Government Films* which lists film producing and distributing agencies in the government, and all federal government films, about 400 of which are available for general distribution. The directory lists also all government agencies having film strips and lantern slides for distribution. As an additional service to schools, the Film Service has prepared special study guides on "The Plow that Broke the Plains" and "The River"; published the *United States Government Film Chart*, listing federal motion pictures, for use in visual education; and has prepared bibliographies, lectures, and other materials on motion pictures.

Radio Division of the National Emergency Council.—The Radio Division of the National Emergency Council was established in 1938. It acted as a liaison between broadcasting companies and federal agencies and officials and provided advisory service to all federal agencies. The Radio Division has presented weekly broadcasts entitled "United States Government Reports," the purpose of which was the dissemination of factual information concerning government operations. The broadcasts have all been on local stations, with few exceptions, in which cases state networks were used.

BIBLIOGRAPHICAL NOTE¹

Much of the information for this chapter was obtained from a report on the research activities of the Office of Education prepared by Bess Goodykoontz, Assistant Commissioner of Education for the Advisory Committee on Education. Published sources used include a study by Judd (20), a monograph by Smith (65), a bulletin of the Office of Education (45), and two annual reports of the Secretary of the Interior (43) and (44). Memoranda from the Office of Education on the forum project and the radio project and a number of mimeographed news releases supplied information on those two activities. The statements on the United States

¹ The numbers in parentheses refer to the numbers of titles in the Bibliography.

Film Service and the Radio Division of the National Emergency Council are based on the hearings on the appropriation for work relief and relief for the fiscal year 1940(35). Miss Goodykoontz read a draft of the chapter from which the final copy was prepared.

VIII.

SPECIAL CONFERENCES AND COMMITTEES

MOST OF THE federal activities in education are carried on by regular agencies of the federal government, but occasionally special committees and conferences, continuing for a limited time only, are created to consider educational and related problems. During the past 25 years at least four such conferences have been held and three special committees have been appointed.

WHITE HOUSE CONFERENCES ON CHILDREN

The White House Conferences, held at intervals of about ten years to consider problems related to children and their welfare, appear to have become an established tradition. There have been four of them, including the most recent one, which has had only its first session.

First conference.—On Christmas day, 1908, President Theodore Roosevelt invited some two hundred child welfare workers in various parts of the United States to attend a conference in Washington on dependent children, which was held in January 1909. The conference, officially known as the Conference on Care of Dependent Children, was addressed by the President. It resulted in fifteen definite recommendations, one of which was that a federal children's bureau should be created "to investigate and report upon all matters pertaining to the welfare of children."

Second conference.—Soon after the United States entered the World War the Chief of the Children's Bureau initiated a series of activities aimed at focusing attention on the needs of children during the war period, and the second year of United States participation in the war was designated as Children's Year. President Wilson made an allotment of \$150,000 from his war emergency fund for the Children's Year activities, in the hope that the work

would result in "certain irreducible minimum standards for the health, education, and work of the American child."

As the concluding activity of Children's Year, the second White House Conference, known as the Conference on Child Welfare Standards, was organized by the Children's Bureau. The organizing committee included the Chief of the Children's Bureau, the Surgeon General of the United States Public Health Service, and the Commissioner of Education. The conference of two hundred delegates convened in Washington May 5-8, 1919. Especially invited guests from five allied nations attended and reported on experience in their countries. President Wilson was unable personally to participate because he was engaged in the Paris Peace Conference. The conference was divided into five sections: (1) economic and social basis for child welfare standards, (2) child labor, (3) health of children and mothers, (4) children in need of special care, and (5) standardization of child welfare laws.

The meeting in Washington was followed by eight regional conferences with large attendance. Tentative child welfare standards were agreed upon at the close of the Washington conference and later revised in the light of the discussions in the regional conferences and suggestions received from other sources.

Third conference.—The call for the third of these conferences, known as the White House Conference on Child Health and Protection, was sent out by President Hoover in 1929. A group of twenty-seven men and women, with Ray Lyman Wilbur, Secretary of the Interior, as chairman, and James J. Davis, Secretary of Labor, as vice-chairman, served as a committee to plan a comprehensive survey of the progress and future needs of the health and well-being of children. The conference was financed by a grant of \$700,000 from the American Relief Administration. Before it was held, sixteen months were devoted to preparatory study and research on the part of 1,200 experts organized in nearly 150 different committees and divided into four sections: (1) medical service, (2) public health service and administration, (3) education and training, and (4) the handicapped.

The conference assembled in Washington November 19-22, 1930, with an attendance of 3,000. It was addressed by President Hoover, and it heard preliminary reports from the various committees. At the closing session nineteen points embodying the main recommendations of the committee were presented and adopted as the Children's Charter, which expressed the aims toward which the conference hoped to lead public thought and action for the children of the country.

The publications included a volume of preliminary committee reports, a volume of addresses and abstracts of committee reports, three series of leaflets, and a series of thirty-seven reports of committees, many of which were comprehensive and detailed.

Fourth conference.—On February 17, 1939, the Secretary of Labor, by direction of President Roosevelt, invited some seventy persons to serve on a committee to plan and conduct a conference on Children in a Democracy. The President, in authorizing the invitations, stated that he was calling the conference because of his conviction "that a society founded upon democratic principles finds both its aim and its security in the happiness and well-being of its people, and especially its children, and in recognition of the primary claim of children for those essentials of life upon which their growth and development depend." The Secretary of Labor is the chairman and the Chief of the Children's Bureau is the executive secretary of the conference. For use of the conference the General Education Board has made a grant of \$47,000 to the American Council on Education, which acts as a disbursing agent in the expenditure of this sum. The total membership of the conference numbers 585 men and women representing major aspects of child life, civic groups, some twenty professions. Some are state representatives appointed by the governors.

The first session, with an attendance of about 500 members was held at the White House on April 26. It heard an address by the President, which was broadcast. Four section meetings were held on: (1) objectives of a democratic society in relation to children, (2) economic foundations of family life and child welfare, (3) the development of children and youth in presentday

American life, and (4) the child and community services for health, education, and social protection.

The final session of the conference is to be held early in 1940, at which time there is to be presented to it "a single coordinated report on children in a democracy" prepared by the committee on report after consultation with individuals and groups within the conference membership.

COMMISSION ON NATIONAL AID TO VOCATIONAL EDUCATION

After efforts had been made by a number of groups for seven years to obtain federal aid for vocational education below college grade, Congress in January 1914 authorized the President to appoint a commission of nine members to consider the subject of national aid for vocational education and report their findings and recommendations to Congress not later than June of the same year.¹ An appropriation of \$15,000 was provided to meet the expenses of the commission. The members appointed consisted of two senators, two congressmen, and five other persons who were particularly interested in vocational education.

The report, in two volumes, was a statement of the case for federal aid for vocational education and the issues involved in such provision. It was a comprehensive summary of the favorable thought on the question. The commission prepared a proposed bill, which, with some amendments, was passed by Congress in 1917 and became the Smith-Hughes Act.

NATIONAL ADVISORY COMMITTEE ON EDUCATION

At various times during the discussions of federal policy regarding agricultural extension work and vocational education after 1914, suggestions were made that a commission should be appointed to study in a broad way the relationship of the federal

¹ 38 Stat. L. 767.

government to education. The National Advisory Committee on Education was the first committee appointed to deal with this subject.

In the spring of 1929 President Hoover, moved by "the considerable difference of opinion as to policies which should be pursued by the Federal Government with respect to education," appointed a committee of fifty-two citizens engaged or interested in education to investigate and present recommendations on this question. The Secretary of the Interior, Ray Lyman Wilbur, who organized the committee, charged it to give the American people "the proper chart" with which to steer their course so far as the federal government was concerned with it. To finance the study the Julius Rosenwald Fund provided a grant of \$100,000, and in November 1929 a staff was organized under a director to compile the information needed.

The committee made its final report in October 1931. The report, entitled *Federal Relations to Education*, is in two parts, the first stating the committee findings and recommendations, and the second containing basic facts bearing on the committee's conclusions. It deals in a comprehensive way with educational policy in the states, territories, and outlying possessions, particularly with reference to participation of the federal government in education.

The Committee adopted eight controlling principles and policies which related to: (1) federal responsibility, (2) management of education, (3) decentralization of control of the social purposes of education and the techniques of educational procedure, (4) federal taxation to aid education in the states, (5) types of federal grants to aid education, (6) the matching of federal funds with state and local funds, (7) educational research by the federal government, and (8) transition to a new policy.

Recommendations were made regarding: (1) federal relations to education in the states, (2) education in special federal areas, (3) education of Indians and other indigenous peoples, (4) education in the territories and outlying possessions, (5) the training of government personnel, (6) research and information serv-

ice, (7) international intellectual relations, and (8) governmental organization with respect to education.

ADVISORY COMMITTEE ON EDUCATION

The most recently appointed group to study federal policy specifically with respect to education is the Advisory Committee on Education, which has now been in existence for considerably more than two years. Apparently its major work has been completed, although some of its publications have not yet been issued.

The Committee and its work.—On June 8, 1936, President Franklin D. Roosevelt approved the George-Deen Act, which authorized increased federal appropriations for vocational education. On the same date he addressed identical letters to several senators and congressmen, indicating his thought that a study should be made of the vocational education program. In accordance with the intention expressed in this communication, the President, in September 1939, invited eighteen individuals, of whom five were officials of the federal government, to "study the experience under the existing program of Federal aid for vocational education, the relation of such training to general education and to prevailing economic and social conditions, and the extent of the need for an expanded program." The group, known as the President's Committee on Vocational Education, was to make studies of these questions and to develop recommendations that would be available to the Congress and the Executive.

At its first meeting, November 6 and 7, 1936, the Committee concluded that its work would require the making of an extensive investigation. It therefore authorized the appointment of a director of studies and the employment of a staff to assemble, analyze, and interpret available data bearing on the questions under consideration.

In the course of studies carried on and reported to the Committee it became increasingly evident that the problems of vocational education were entangled with the larger questions involved in federal aid to education in general. Moreover, a number of

bills authorizing a large expansion of federal aid to education were introduced in the Seventy-Fifth Congress (1937-39) during its first session. In view of these developments the President on April 24, 1937, enlarged the Committee by appointing four additional members and requested it to give more extended consideration to the whole subject of federal relationship to state and local conduct of education and to report thereon.

In accordance with this request the Committee enlarged its staff and proceeded to deal with the larger questions of federal policy in education. It prepared a comprehensive report, which was transmitted to Congress by the President on February 23, 1938, and was printed as a House Document.² An indexed edition, differing in pagination but not in text from the House Document, was printed by the Committee for public use. The Committee edition, entitled *Report of the Committee*, has been widely circulated.

In response to demand for a summary of those parts of the report which relate particularly to the situation in the schools, inequalities of education, the national interest in education, and the proposed federal grants for educational purposes, a thirty-one-page pamphlet, entitled *The Federal Government and Education*, was prepared by the secretary of the Committee, in order to present briefly the relevant parts of the Committee's findings and proposals.

After the report of the Committee was made, much of the information collected by the staff was prepared for publication in a series of staff studies which deal with the status and problems of education in the United States and its outlying areas. Fourteen studies have been published, and five others are in press.

Recommendations.—The Advisory Committee on Education found that, although schools in all areas need improvement, the outstanding fact is the great need for the improvement of public schools in a number of broad geographical regions and in the rural areas generally, and its proposed program was aimed primarily at improving educational opportunities in those areas.

The Committee recommended the continuation of the existing

² No. 529, 75th Cong., 3d sess.

grants to the states for vocational education, vocational rehabilitation of the physically disabled, and the land-grant colleges and their associated services. It also recommended that new federal grants to the states for certain types of educational services be instituted beginning July 1, 1939. The proposals for new grants were confined to the period up to July 1, 1945, in the belief that

TABLE 11. AMOUNTS OF NEW FEDERAL GRANTS FOR EDUCATIONAL SERVICES PROPOSED BY THE ADVISORY COMMITTEE
ON EDUCATION
[In thousands of dollars]

Fiscal year	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45
General aid to elementary and secondary education	40,000	60,000	80,000	100,000	120,000	140,000	
Improved preparation of teachers and other educational personnel	2,000	4,000	6,000	6,000	6,000	6,000	6,000
Construction of school buildings to facilitate district reorganization	20,000	30,000	30,000	30,000	30,000	30,000	30,000
Administration of state departments of education	1,000	1,500	2,000	2,000	2,000	2,000	2,000
Educational services for adults....	5,000	10,000	15,000	15,000	15,000	15,000	15,000
Library service for rural areas....	2,000	4,000	6,000	6,000	6,000	6,000	6,000
Cooperative educational research, demonstrations, and planning	1,250	2,000	3,000	3,000	3,000	3,000	3,000
Total	1,250	72,000	112,500	142,000	162,000	182,000	202,000

federal relations to state and local conduct of education should again be reviewed under appropriate auspices before the grants were enlarged or placed upon a permanent basis. The new grants proposed are shown in Table 11.

The Committee recommended that the basic research needed for educational planning should, to a large extent, be carried on by educational agencies—federal, state, local, and private. It also

indicated that long-range planning for education, as distinguished from the research on which it should be based, should be regarded as an appropriate and major responsibility of all general planning agencies, although those concerned primarily with education should also give greatly increased attention to such planning. It was recommended that responsibility for leadership in bringing about this development should be assumed by the National Resources Committee, or by a permanent national planning board, if one is established.

In the opinion of the Committee, the U. S. Office of Education should remain predominantly an agency for research and leadership, and its administrative duties should be confined primarily to the administration of grants. It should continue, however, to administer a national program of education by radio to the extent to which such a program proves to be desirable. The establishment of an interdepartmental committee for the coordination of the educational activities of the various agencies of the federal government was recommended.

The Committee recommended also that, beginning July 1, 1938, a special federal fund should be established for cooperative educational research, demonstrations, and planning, to be administered by the U. S. Office of Education. The amounts recommended are shown in Table 11. The fund was to be available for expenditure under the direction of public and private nonprofit institutions or agencies approved by the Office of Education, on the basis of cooperative projects jointly agreed upon, and the Office of Education was to be given authority to expend directly up to 40 percent of the fund in carrying on its share of the research and planning.

Other recommendations of the Committee dealt with: (1) the education and adjustment of youth, including vocational training, guidance and placement, occupational outlook service, student aid, and work camps and work projects; (2) vocational rehabilitation of the physically disabled; and (3) education in special federal jurisdictions.

Legislation.—Before the Advisory Committee on Education

made its report, Senator Pat Harrison of Mississippi and Senator Hugo L. Black of Alabama had introduced in the Senate in 1937 a bill to authorize extensive grants in aid to education. The Committee on Education and Labor had held extensive hearings and had made a favorable report on the measure, and the bill had been placed on the Senate Calendar. A similar bill had been introduced in the House of Representatives by Congressman Brooks Fletcher of Ohio, and the House Committee on Education had held extensive hearings but had made no report on it. This measure was vigorously promoted by the Legislative Commission of the National Education Association.

Within a month after the report of the Advisory Committee on Education was transmitted to Congress by the President in 1938, the Legislative Commission of the National Education Association held a conference with representatives of national organizations interested in federal aid for education, which was attended by representatives of the Advisory Committee on Education, to consider the provisions that should be contained in a federal aid bill in view of the report of the Advisory Committee. Substantial agreement was reached, and a draft was completed which was introduced in the Senate by Senator Pat Harrison and Senator Elbert D. Thomas of Utah as an amendment in the nature of a substitute to the Harrison-Black Bill, and in the House by Congressman Fletcher as an original bill. The Seventy-Fifth Congress (1937-39) adjourned without taking further action on the measure.

Soon after the Seventy-Sixth Congress convened for its first session, in 1939, the draft of a revised bill was completed. It was introduced in the House by Congressman William H. Larrabee of Indiana, chairman of the Committee on Education, and, after further revision, in the Senate by Senator Elbert D. Thomas, chairman of the Committee on Education and Labor, for himself and Senator Pat Harrison, chairman of the Finance Committee.³ This bill follows the principal but not all the recommendations of the Advisory Committee on Education, whose chairman, upon

³ H. R. 3517 and S. 1305, 76th Cong.

request of the education committee in each branch of Congress, advised the persons interested in drafting it.

The Senate Committee on Education and Labor, in March 1939, devoted three days to hearings on the bill, at which the chairman and other members of the Advisory Committee and members of the Committee's staff presented the factual evidence for federal aid to education and explained the provisions of the proposal. Representatives of the National Education Association and other educational organizations also appeared in behalf of the bill. Only three persons appeared in unqualified opposition. On April 3, 1939, the Committee on Education and Labor made a favorable report on the measure, and it is now on the Senate Calendar.

To date the House Committee on Education has held no hearings and made no report on the proposed legislation.

BIBLIOGRAPHICAL NOTE⁴

The published sources used in preparing the section on the White House Conferences include several publications on the White House Conference on Child Health and Protection (67), (68), and (69), a pamphlet on the Children's Bureau (41), and a number of mimeographed press releases on the White House Conference on Children in a Democracy issued by the Children's Bureau. Some of the information was supplied by Edith Rockwood, Specialist in Child Welfare, Children's Bureau, who read the draft from which the final copy was prepared.

The section on the Commission on National Aid to Vocational Education is based on the report of the Commission (12), the one on the National Advisory Committee on Education is based on the report of the Committee (64), and that on the Advisory Committee on Education is based on the report of that Committee (1) and the pamphlet summarizing the report (2).

A draft of the chapter, from which the final copy was prepared, was read by Paul T. David, Secretary and Assistant Director of Studies, Advisory Committee on Education, who suggested a number of corrections and some reorganization of the material.

⁴ The numbers in parentheses refer to the numbers of titles in the Bibliography.

IX.

MISCELLANEOUS EDUCATIONAL ACTIVITIES

IN ADDITION to the educational activities described in the preceding chapters, the federal government engages in many others, some of which are extensive and touch the life of many people. The most important of these will be described briefly.

CURRICULUM MATERIALS

Many government bureaus and offices publish materials which teachers find helpful as sources for teaching content. Materials are available in practically every field of current interest. Among the subjects dealt with are agriculture, industry, health, business, labor, immigration, education, conservation, travel, the home, description of government and government activities, and national parks. The materials are issued in the form of bulletins and books, periodicals, maps, pictures, and sound and silent motion picture films. Traveling exhibits, available to schools, colleges, and universities, have been prepared by some government agencies. Some of these materials have been prepared for teaching purposes, but the greater part of them have been prepared primarily for other uses.

Much of this material is available free and can be had by writing to the various bureaus and offices. Some of it can be borrowed from the bureaus and offices by paying transportation costs. A considerable amount can be purchased from the Superintendent of Documents, who issues lists of materials he has for sale. No complete inventory of the available materials is published, but a publication of the Brookings Institution¹ serves as a guide to the utilization of government publications, and the United States

¹ Laurence F. Schmeckbier, *Government Publications and Their Use*. Brookings Institution, Institute for Government Research, Studies in Administration No. 33. Washington, D. C.: Brookings Institution, 1936. 446 p.

Film Service of the Office of Education (q. v.) provides assistance in locating government motion picture films, film strips, and lantern slides, and materials relating to their use. Each issue of *School Life*, published by the Office of Education, contains a section of new government aids for teachers.

An example of a more extensive curriculum service to schools is found in the Soil Conservation Service of the Department of Agriculture. This agency definitely provides for educational relations through its section on information. It issues materials on soil conservation for schools, colleges, and universities; gives information to organizations; and provides information to authors and publishers requesting it. A number of outlines suggesting curriculum materials on soil conservation have been prepared at the request of state and city departments of education.

SPECIAL AID TO EDUCATIONAL INSTITUTIONS

The federal government makes annual appropriations to three educational institutions which are privately controlled: (1) the American Printing House for the Blind, (2) Columbia Institution for the Deaf, and (3) Howard University.

American Printing House for the Blind.—The American Printing House for the Blind was incorporated by the Legislature of Kentucky in 1858. This institution, which is located in Louisville, Kentucky, prints books and makes apparatus for the instruction of the blind of the United States.

Two appropriations are made annually by Congress for this institution.² One amounts to \$10,000 and is equivalent to 4 percent of a trust fund of \$250,000. An additional annual appropriation of \$115,000 was authorized in 1937, and this amount has been included annually among the miscellaneous items appropriated to the Treasury Department.

Under the reorganization of government bureaus and offices on July 1, 1939, the functions of the Secretary of the Treasury with respect to the administration of the appropriation for the

² 20 U.S.C., 101; 20 U.S.C., Supplement IV., 101.

American Printing House for the Blind (except the function relating to the perpetual trust fund) were transferred to the Federal Security Agency, and the annual report and vouchers required from the American Printing House for the Blind are now sent by the trustees to the Federal Security Administrator.

Columbia Institution for the Deaf.—The Columbia Institution for the Deaf, located in the District of Columbia, was incorporated by an Act of Congress in 1857. The next year Congress began to make appropriations to the school. The appropriations are for the support of the institution, including salaries and incidental expenses, books and illustrative apparatus, and general repairs and improvements, and for the fiscal year 1938 the amount was \$145,000. The Institution is controlled by a board of ten directors, two of whom are Congressmen. The Secretary of the Interior is charged with the supervision of the Institution.³

The Columbia Institution for the Deaf consists of: (1) Gallaudet College and (2) Kendall School, a primary and grammar department. During the fiscal year 1938 the college enrolled 82 men and 52 women, and the primary and grammar department 32 boys and 41 girls. Of the pupils in the primary and grammar department, 70 were admitted as beneficiaries of the District of Columbia.

During the fiscal year 1938 the Institution had an income of \$47,289.71 in addition to the appropriation received from the federal government.

Howard University.—Howard University, located in the District of Columbia, was incorporated by an Act of Congress in 1867. Originally planned for the education of colored youth for the ministry, it was afterward expanded to include nearly all branches of higher education. The University is controlled by a self-perpetuating board of 28 trustees. The president and board of directors are required to report annually to the Federal Security Administrator, and the Office of Education is required to inspect the University at least once each year and present a report to Congress on it.

³ 5 U.S.C., 485.

Annual federal appropriations are authorized for the University, but no part of these funds may be used for religious instruction. The federal appropriation for the fiscal year 1938 for current expenses was \$700,000. During the same year the income from other sources was approximately \$424,000.

The total enrolment during 1937-38, excluding duplicates, was 2,240. Of this number 328 were in the professional schools, and 326 were in the graduate school.

EDUCATION IN SPECIAL FEDERAL JURISDICTIONS

Within the United States, or belonging to it, there are a number of areas over which the federal government has special jurisdiction. These include the District of Columbia, Indian reservations, the territories and outlying possessions, and special reservations of various types established for conducting the affairs of government. In these areas public education is provided only through instrumentalities established or authorized by the federal government.

In the District of Columbia the school system was established under legislation enacted by Congress. It is operated by a board of education whose members are appointed by the Justices of the District Court of the United States for the District of Columbia. The schools are supported by appropriations made by Congress from a special fund in the United States Treasury, which is composed of local revenues collected in the District of Columbia and a contribution made by Congress. Schools for Indians and natives of Alaska are provided by the Office of Indian Affairs, Department of the Interior, and are supported by appropriations made by Congress. In the territories and outlying possessions, schools are maintained by the governments established in those areas, and are supported by the residents, usually with some aid from the federal government.

With a few exceptions, schools have not been established on special federal reservations. Some children residing in these areas attend local public schools maintained by school districts nearby,

some of which admit these children free, while others charge tuition. In a few instances where schools have been established on reservations, the federal government makes small appropriations for their support. Schools on reservations are not generally free. In the Canal Zone the federal government provides a system of free elementary and secondary schools.

During the fiscal year 1938 these schools enrolled the following numbers of pupils: (a) District of Columbia, 101,777; (b) Indians and natives of Alaska, 69,583; (c) territories and outlying possessions, 377,490; (d) Canal Zone, 6,155. It is estimated that about 30,000 children of school age resided on special federal reservations and foreign stations. Most of them attended school.

NATIONAL RESOURCES PLANNING BOARD

The National Resources Committee, whose functions were transferred to the Executive Office of the President on July 1, 1939, and have since then been administered by the newly created National Resources Planning Board, had some relations to education. It gave assistance to several state planning boards which made studies that included education as a function of state government, and also assisted the federal Advisory Committee on Education in connection with studies of interest to both committees.

The National Resources Committee had a standing Science Committee composed of members designated by the American Council on Education, the National Academy of Sciences, and the Social Science Research Council. In 1938 the Science Committee made a report on research, which included a study of research in American universities and colleges.

COLLECTION OF EDUCATIONAL DATA BY THE BUREAU OF THE CENSUS

For a number of years the Bureau of the Census has included in the data collected in the decennial census information on school

attendance, illiteracy, and inability to speak English. The data have been published in the regular census reports, and they constitute an important source of information on the progress of education in the nation.

IN-SERVICE TRAINING OF GOVERNMENT PERSONNEL

For many years the federal government has made provision for training some of its employees. As early as 1802 the United States Military Academy was established at West Point to train officers for the Army, and eleven years later, with a similar purpose, the Navy began schooling midshipmen on shipboard. Apparently the first definitely organized training program in the civil service was put in operation in 1879 by the Bureau of Engraving and Printing, which established an apprentice school to train engravers. Two other early developments were the program of technical training instituted by the National Bureau of Standards in 1909 for its staff, and the Graduate School of the Department of Agriculture established in 1920. In recent years many other government establishments have instituted training activities, and since 1933 they have been greatly expanded. One of the largest of the newer training programs is that conducted by the Tennessee Valley Authority for its employees and their children.

These educational activities of the federal government have not been coordinated. In general the training has been set up primarily for service to the several government agencies, rather than with the thought of making a contribution to education.

BIBLIOGRAPHICAL NOTE⁴

The information on curriculum materials was obtained principally from articles on new government aids for teachers published in recent issues of *School Life* and from a memorandum submitted by Helen M. Strong, in charge of Educational Relations, Section of Information,

⁴ The numbers in parentheses refer to the numbers of titles in the Bibliography.

Soil Conservation Service, Department of Agriculture. The materials on special aid to educational institutions are from hearings on the Interior Department appropriation bills (30) and (33), the annual report of the Secretary of the Interior for the fiscal year 1938 (44), and a catalog of Gallaudet College (59). The section on education in special federal jurisdictions is based on four staff studies issued by the Advisory Committee on Education (3), (6), (7), and (8). A recent study of research (22) and a brief memorandum submitted by the National Resources Committee furnished the information for the statement on that agency. The information on educational data collected by the Bureau of the Census is from the Fifteenth Census reports on population (39). The facts regarding the training of government personnel were located in the report of the National Advisory Committee on Education (64) and a study by Brooks (57).

APPENDIX

REORGANIZATION OF GOVERNMENT AGENCIES

THE Reorganization Act of 1939,¹ approved April 3, 1939, authorizes the President of the United States, within certain prescribed limits, to submit to Congress plans for the grouping, consolidation, and reorganization of federal government agencies. A plan submitted to Congress becomes operative at the end of sixty days unless both houses by majority vote reject the plan. Congressional action is on the plan in its entirety.

Pursuant to this Act, the President, on April 25, transmitted Reorganization Plan Number 1 to the Congress,² and on May 9, 1939, Reorganization Plan Number 2.³ Reorganization Plan Number 1 had to do with over-all management, while Plan Number 2 was designed to improve the administrative management of the executive branch by a more logical grouping of existing units and functions and a further reduction in the number of independent agencies. By a resolution approved June 7, 1937,⁴ Congress provided that the two plans should take effect on July 1, 1939.

Under Plan Number 1 a number of functions were transferred to the executive office of the President, including those of the National Resources Committee, which was abolished. The functions of the Committee were to be administered under the direction and supervision of the President by the National Resources Planning Board, composed of five members (later reduced to three) appointed by the President. The plan created three new agencies—the Federal Security Agency, the Federal Works Agency, and the Federal Loan Agency. Each of these three agencies has as its chief official an administrator, appointed by the President with the advice and consent of the Senate, and he re-

¹ Public No. 19, 76th Cong.

² *First Plan on Government Reorganization*, 76th Cong., House Doc. No. 262.

³ Cong. Rec., Vol. 84, p. 7423 (daily edition).

⁴ Pub. Res. No. 20, 76th Cong.

ceives an annual salary of \$12,000. Each has also an assistant administrator, with an annual salary of \$9,000, who is appointed by the administrator.

The new Federal Security Agency includes: (1) the Social Security Board, formerly an independent establishment; (2) the Office of Education, formerly in the Department of the Interior; (3) the Public Health Service, formerly in the Treasury Department; (4) the National Youth Administration, formerly in the Works Progress Administration; and (5) the Civilian Conservation Corps, formerly an independent agency. The United States Employment Service, formerly in the Department of Labor, was transferred to the Federal Security Agency, and its functions were consolidated with the unemployment compensation functions of the Social Security Board.

In submitting his Reorganization Plan to Congress, President Roosevelt made the following statement regarding the Office of Education:

Because of the relationship of the educational opportunities of the country to the security of its individual citizens, the Office of Education with all of its functions, including, of course, its administration of Federal-State programs of vocational education, is transferred from the Department of the Interior to the Federal Security Agency. This transfer does not increase or extend the activities of the Federal Government in respect to education, but does move the existing activities into a grouping where the work may be carried on more efficiently and expeditiously, and where coordination and the elimination of overlapping may be better accomplished. The Office of Education has no relationship to the other functions of the Department of the Interior.⁵

Regarding the National Youth Administration and the Civilian Conservation Corps, the President said:

The National Youth Administration is transferred from the Works Progress Administration to the Federal Security Agency since its major purpose is to extend the educational opportunities of the youth of the country and to bring them through the processes of training into the possession of skills which enable them to find employment. Other divisions of the Federal Security Agency will have the task of finding jobs, providing for unemployment compensation, and other phases of

⁵ 76th Cong., House Doc. No. 262, p. 6.

social security, while still other units of the new agency will be concerned with the problem of primary and secondary education, as well as vocational education and job training and retraining for employment. While much of the work of the National Youth Administration has been carried on through work projects, these have been merely the process through which its major purpose was accomplished, and, therefore, this agency under the terms of the act should be grouped with the other security agencies rather than with the work agencies.

For similar reasons the Civilian Conservation Corps, now an independent establishment, is placed under the Federal Security Agency because of the fact that its major purpose is to promote the welfare and further the training of the individuals who make up the corps, important as may be the construction work which they have carried on so successfully. The Civilian Conservation Corps is a small coordinating agency which supervises work carried on with the cooperation of several regular departments and independent units of the Government. This transfer would not interfere with the plan of work heretofore carried on but it would enable the Civilian Conservation Corps to coordinate its policies, as well as its operations, with those other agencies of the Government concerned with the educational and health activities and with human security.⁶

The Public Works Agency includes a number of bureaus and divisions, among which are two that have relationships to education: the Public Works Administration and the Work Projects Administration. The Work Projects Administration consists of the former Works Progress Administration, except the National Youth Administration. Apparently the only one of the divisions of the new Federal Loan Agency which has a direct relation to education is the Reconstruction Finance Corporation.

Three changes effected by Reorganization Plan Number 2 have some relation to education. First, the National Emergency Council was abolished, and some of its functions were transferred to the executive office of the President. The functions of the Radio Division and the United States Film Service were transferred to the Federal Security Agency to be administered in the Office of Education under the direction and supervision of the Federal Security Administrator.

Second, the functions of the Secretary of the Treasury with

⁶ *Ibid.*

respect to the administration of the appropriations for the American Printing House for the Blind, except the function relating to the perpetual trust fund, were transferred to the Federal Security Agency to be administered under the direction and supervision of the Federal Security Administrator. The annual report and vouchers formerly required to be furnished to the Secretary of the Treasury by the trustees of the American Printing House for the Blind are now furnished to the Federal Security Administrator.

Third, the board of trustees of the National Training School for Boys, including the consulting trustees, was abolished, and the institution and its functions, including the functions of its board of trustees, were transferred to the Department of Justice to be administered by the Director of the Bureau of Prisons, under the direction and supervision of the Attorney General. This school, a penal and correctional institution, has not been mentioned elsewhere in this report.

In explaining Plan Number 2 the President said:

I propose to transfer to the Federal Security Agency, for administration in the Office of Education, the film and radio functions of the National Emergency Council. These are clearly a part of the educational activities of the Government and should be consolidated with similar activities already carried on in the Office of Education. Similarly, Government participation in the work of the American Printing House for the Blind, except fiscal functions relating to trust funds, is transferred from the Secretary of the Treasury to the Federal Security Agency, in order that this work may be coordinated with the other work for the blind now being carried on in the Social Security Board.⁷

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